

NOTICE OF LAFCO PUBLIC WORKSHOPS

Reorganization of Structural Fire Protection and Emergency Medical Services in Unincorporated San Diego County

The San Diego Local Agency Formation Commission (LAFCO) has released a *Draft Micro Report on Reorganization of Structural Fire Protection and Emergency Medical Services in Unincorporated San Diego County*. The Draft Micro Report provides details about the proposed reorganization of 17 special districts and seven volunteer fire protection companies, and the extension of service to unincorporated territory outside the service area of any structural fire protection provider. Cost estimates are disclosed for delivering structural fire protection and emergency medical services at three service level options provided by alternative combinations of local, volunteer, and State personnel. The Micro Report concludes that services can be improved to a more acceptable level in unincorporated San Diego County. The projected gap between estimated costs and available resources to bring about improvements ranges from \$22.3 million to \$47.6 million, annually, depending on specific service level and governance options.

The proposed reorganization examined in the Micro Report involves the Borrego Springs Fire Protection District (FPD); Deer Springs FPD; East County FPD; Julian-Cuyamaca FPD; Pine Valley FPD; San Diego Rural FPD; Valley Center FPD; County Service Area (CSA) 107 (Elfin Forest); CSA 109 (Mt. Laguna); CSA 110 (Palomar Mtn); CSA 111 (Boulevard); CSA 112 (Campo); CSA 113 (San Pasqual); Mootamai Municipal Water District (MWD); Pauma MWD; Ramona MWD; and Yuima MWD; plus the De Luz Heights Volunteer Fire Department (VFD); Inter-Mountain Fire-Rescue; Ocotillo Wells VFD; Ranchita Fire-Rescue; Shelter Valley VFD; Sunshine Summit VFD; and Warner Springs VFD.

LAFCO staff will conduct three public workshops to discuss the reorganization process and take public comment. Workshops will be held on: **February 27, 2007** from 6 p.m. to 9 p.m. at the Pine Valley Community Clubhouse: 28890 Old Highway 80, Pine Valley, CA (Thos. Bros. page 1237 B/7); **March 1, 2007** from 6 p.m. to 9 p.m. at the Ramona Community Center Auditorium: 434 Aqua Lane, Ramona, CA (Thos Bros. page 1152 H/5); and **March 7, 2007** from 2 p.m. to 5 p.m. at the County Administration Center, 1600 Pacific Highway, Room 302-303, San Diego, CA (Thos. Bros. page 1288 J/2). Subject agencies, residents, and landowners are encouraged to attend. Written comments may be submitted to the LAFCO office before 5 p.m. on April 6, 2007.

Written and workshop comments will be incorporated into a final Draft Micro Report that will contain staff recommendations for LAFCO action. The Final Draft Report is tentatively scheduled to be presented to LAFCO on May 7, 2007. At the May 7, 2007 meeting, the Commission will receive additional public comments before deliberating on the proposed reorganization.

The Draft Micro Report can be downloaded from the LAFCO website at: www.sdlafco.org.

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MICRO REPORT

Reorganization of Structural Fire Protection and Emergency Medical Services in Unincorporated San Diego County



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FOREWORD

Many observers, including members of the San Diego Local Agency Formation Commission (LAFCO), have argued that the region's system for providing fire protection and emergency medical services is too complex and fragmented. *The Micro Report: Reorganization of Structural Fire Protection and Emergency Medical Services in Unincorporated San Diego County* aims to provide necessary background and context for determining the validity of this argument and the cost to bring about change, if change is warranted.

Many individuals, public agencies, and organizations assisted with the preparation of the Micro Report. First and foremost, the San Diego LAFCO's Chief of Policy Research, Shirley Anderson should be commended for her tireless efforts to manage and write the Micro Report. Research assistance, outreach support, and project coordination were provided by LAFCO's Local Government Consultants Chief John Traylor, Ret. and former City Manager John Goss. Guidance was provided throughout the project by all members of the San Diego LAFCO and a special subcommittee of commissioners, including Supervisor and Commissioner Dianne Jacob (county representative), Councilmember and Commissioner Donna Frye (City of San Diego representative), Battalion Chief and Commissioner Andy Menshek (special district representative), and Chief Andy Vanderlaan, Ret. (LAFCO Chairman and public representative). Other individuals that provided assistance included Ingrid Hansen, Chief of Governmental Services; Tita Jacque Mandapat, Administrative Assistant; T. Lockett, Administrative Aide; Dieu Ngu, GIS / IT Consultant, IGIS Technologies; William D. Smith, LAFCO Legal Counsel; Michael G. Colantuono, Special Legal Counsel to LAFCO, and Ken Miller, County of San Diego Fire Services Coordinator and member of LAFCO's project team. Lastly, the San Diego County Fire Chiefs' and the County Fire Districts' Associations, plus all fire agencies and organizations are to be thanked for their cooperation during the preparation of this important report.

MICHAEL D. OTT
Executive Officer

January 31, 2007

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Executive Summary

BACKGROUND TO MICRO REPORT and PROPOSED PHASE I REORGANIZATION

San Diego County voters have spoken very clearly about their preference to consolidate fire protection and emergency medical services in the unincorporated area. In 2004, eighty-one percent of voters approved Proposition C, an advisory measure that queried support for a consolidated service system. Voters also stipulated that fire protection services should be funded with reprioritized revenues—not new taxes.

Following the approval of Proposition C, the San Diego Local Agency Formation Commission (LAFCO) completed a state-mandated *Municipal Service Review* (MSR) of unincorporated area fire protection services that concluded:

...the region's system for providing fire protection and emergency medical services is dysfunctional—characterized by duplicate organizations that needlessly consume public resources and limit opportunities to provide enhanced services...because emergency services are divided among so many agencies—no authority is accountable for creating and implementing a comprehensive vision for the region.

In February 2005, the Commission initiated action to either dissolve or remove fire protection functions from all unincorporated area districts that provide structural fire protection and emergency medical services. In a corresponding action, the Board of Supervisors initiated proceedings with LAFCO to form a regional fire protection district (FPD) over the entire unincorporated area—including territory outside the jurisdiction of any structural fire protection agency. The goal of the coordinated actions was to empower a single public service provider with authority and sufficient resources to extend adequate levels of structural fire protection and emergency medical services to all *unserved* and *underserved* areas of unincorporated San Diego County.

Procedures adopted by San Diego LAFCO permit affected agencies to submit an alternative proposal. Accordingly, the initial proposal initiated by LAFCO and the Board of Supervisors was supplanted in August 2005 with a proposal developed by the San Diego County Fire Chiefs' and County Fire Districts' Associations.

Table 1

Proposed Phase I

Special Districts

Borrego Springs FPD
Deer Springs FPD
East County FPD
Julian-Cuyamaca FPD
Pine Valley FPD
San Diego Rural FPD
Valley Center FPD
CSA 107 (Elfin Forest)
CSA 109 (Mt. Laguna)
CSA 110 (Palomar Mtn)
CSA 111 (Boulevard)
CSA 112 (Campo)
CSA 113 (San Pasqual)
Moutamai MWD

Pauma MWD

Ramona MWD

Yuima MWD

Volunteer Companies

De Luz Heights VFD
Inter-Mountain Fire-Rescue
Ocotillo Wells VFD
Ranchita Fire-Rescue
Shelter Valley VFD
Sunshine Summit VFD
Warner Springs VFD ❖

❖ Service suspended late 2006

This substantially similar proposal (SSP) would implement a reorganization of agencies in two phases rather than one; Phase I would address unincorporated areas with the most critical need for increased funding and service improvement and reduce the number of agencies under immediate review (see Map 1). Phase II would bring eight additional agencies under the umbrella of a regional fire agency. The SSP established standards for reorganization—including a requisite that no area would experience *reductions* in service as a consequence of consolidation—and reaffirmed the Proposition C stance that funding to support regional fire protection services should come from reprioritized use of existing revenue.

COST ESTIMATES FOR ALTERNATIVE SERVICE LEVELS

In December 2005, the Commission approved a *macro-level* report that evaluated seven models for providing fire protection services in the unincorporated area. Concluding that the difficult search for funding would be assisted if the cost for providing regional services was known, the Commission selected six service models and requested that cost estimates for producing each model in Phase I be developed in a subsequent *micro-level* study.

Because the service-related decisions of yet-to-be seated Phase I officials are unknown, certain assumptions—which are clearly identified in the micro report—had to be formulated before cost estimates could be developed. It is important to note that assumptions about service levels could not be enforced through reorganization. Micro report estimates contribute to a general understanding of what resources would be needed to provide enhanced services; whether the specific service assumptions utilized in the modeling would be adopted in Phase I would be entirely within the discretion of future Phase I decision makers.

Estimated Cost for Service Models Selected by Commission			
Model 5	Three on-duty at Basic Life Support	Career	\$ 58,783,284
Model 5a	Three on-duty at Basic Life Support	Career-Volunteer	\$ 44,889,088
Model 6	Three on-duty at Advanced Life Support	Career	\$ 59,613,483
Model 6a	Three on-duty at Advanced Life Support	Career-Volunteer	\$ 46,899,892
Model 7	Four on-duty at Advanced Life Support	Career	\$ 69,763,540
Model 7a	Four on-duty at Advanced Life Support	Career-Volunteer	\$ 49,799,308

Cost estimates were developed for implementing a regional operation. The expansive Phase I territory was sub-divided into five operational battalions based upon geographic and operational relationships irrespective of *current jurisdictional boundaries* (see Map 3). Cost estimates developed under the battalion structure reflect a vision for a regional system that would provide optimum span of control, unity of command, and efficient deployment of all

Phase I resources. Costs to provide services within individual Phase I jurisdictions cannot be isolated from the estimate for a regional operation.

The models selected by the Commission are based on staffing by local career and volunteer personnel. Assumptions for modeling, individual position classifications and associated cost details for each model are discussed in the micro report. The micro report also estimates costs for providing fire protection services with State personnel by contracting with the California Department of Forestry (CDF). CDF is an established contract service provider within several areas of Phase I; the micro report expands the CDF role to a regional contractor and estimates costs for CDF delivery of the six models of service selected by the Commission.

CDF applies a 9.5 percent administrative overhead charge to contracts with local agencies. Total CDF costs are passed to contracting agencies, which in turn incur local overhead expense. CDF overhead charges would represent an expense to a Phase I agency and are accordingly reflected in micro report cost estimates. Costs for services provided by State personnel and under local operations are itemized in Table 6 on page 29 and in Exhibit 9.

Estimate of Costs for Services Provided by Local Resources and CDF			
		Local Resources	CDF
Model 5	Career	\$ 58,783,284	\$ 57,345,911
Model 5a	Career-Volunteer	\$ 44,889,088	\$ 45,657,747
Model 6	Career	\$ 59,613,483	\$ 60,897,538
Model 6a	Career-Volunteer	\$ 46,899,892	\$ 47,638,670
Model 7	Career	\$ 69,763,540	\$ 69,983,822
Model 7a	Career-Volunteer	\$ 49,799,308	\$ 50,638,476

▪ Other estimated costs and liabilities

Estimated capital start-up costs: Capital needs were developed from LAFCO and County Department of Planning and Land Use surveys of current Phase I facilities. Cost estimates assume that projects would be fully funded and not financed over time. Capital costs for models integrating volunteers—\$37.15 million—are lower than estimates for career operations—\$47.1 million—because upgrades to crew facilities are fewer (see Exhibit 5)

Dispatching: If CDF became the region's dispatch provider, unspecified additional costs for upgrading CDF dispatching capabilities would be passed to the Phase I authority. Emergency Medical Dispatch (EMD) is provided by all dispatch organizations within the region—except CDF. EMD dispatchers are trained and

authorized to provide emergency medical instructions to 911 callers prior to the arrival of first responders. To raise the CDF level of dispatch to the standard of all other dispatchers in the region, unspecified additional costs for upgrading communication equipment, plus ongoing costs for added staffing would be passed on to contracting agencies.

SUSTAINABLE REVENUE WITHIN PHASE I

Phase I organizations are characterized by structural funding deficits. State law allows fire protection agencies access to only two primary sources of sustainable revenue—property tax and voter-approved assessment; State law also restricts efforts to increase funding from either source. Proposition 13 and subsequent legislation prohibit any increase to the one-percent property tax rate. Existing property tax revenue is apportioned among competing agencies by inflexible ratios that are solidified in State law. Simply put, for one public agency to receive additional property tax revenue—revenue would need to be shifted away from another agency’s allocation. *Shifting* the allocation of property tax revenue among agencies is possible—but only with State legislation or Constitutional changes.

The micro report surveys four regional fire protection organizations in neighboring counties, which receive generous allocations of property tax revenue.

Table 2

FY 05-06 Revenue	
❖ Estimate of FY 05-06 property tax revenue related to structural fire protection and EMS	\$ 3,192,776
❖❖ Estimate of FY 05-06 voter-approved assessment from 22 assessment zones.	5,652,895
Total FY 05-06	8,845,671

❖ Does not include \$2,694,024 attributable to 4 MWDs; MWDs were included in original proposal but would not be included in reorganization.

❖❖ Does not include \$2,562,947 attributable to 2 MWDs

The survey reveals that each organization evolved from pre-Proposition 13 jurisdictions that assessed property tax rates; property tax allocations were transferred from antecedents to the current regional organizations.

Efforts to impose special assessments or to increase pre-authorized assessments require two-thirds approval by voters. It is worth noting, that despite this considerable obstruction, 70 percent of Phase I districts receive voter-approved assessment revenue. Indeed, voter-approved revenues within Phase I exceed property tax revenues that are related to fire protection by more than \$2.4 million (see Table 7 on page 34 for itemized FY 2005-06 revenues within Phase I).

The initial resolution requesting formation of a FPD and the subsequent SSP proposed that structural fire protection and emergency medical services be transferred from four municipal water districts (MWD) to a Regional FPD. LAFCO staff noted in 2005 that additional legal research would be required regarding the Commission’s authority to modify the service functions of the MWDs. The micro report concludes that State law does not authorize removal of individual services from a multi-purpose district, and the MWDs could not be

considered for the Phase I reorganization; *accordingly, MWD property tax and voter-approved assessment revenues would not transfer to a successor agency.*

- Value added by volunteer fire protection companies

State laws for dissolving or consolidating special districts do not extend to volunteer fire companies. The volunteer operations within Phase I would remain autonomous under a Phase I consolidation and continue to cooperatively provide a valuable component of regional fire protection and emergency medical services.

The value of the volunteer operations is difficult to assess; however, indications that the value is significant is revealed in the difference between estimated costs for service models delivered by career safety personnel and costs for providing the identical models with a cooperative career/volunteer workforce. Value added by volunteers range from approximately \$14.1 million to \$20.2 million depending upon the service level provided.

- County Fire Enhancement Program allocations

In September 2005, the Board of Supervisors initiated a *County Fire Enhancement Program* to support fire protection services in the unincorporated area. The Program has distributed direct grants to fire protection organizations, purchased new equipment and apparatus, and underwrote contracts for CDF presence in Phase I. In FY 05-06, \$8.5 million in discretionary county funds were disbursed to support structural fire protection and emergency medical services in Phase I. (see Table 5 on page 21 for itemized expenses).

Despite allocation of noteworthy amounts of discretionary revenue, the micro report must conservatively view the infusion of County revenue as one-time subsidies. Under the micro-report standard of evaluating secured, sustainable revenue exclusively, funds from the Fire Enhancement Program were not factored into aggregate totals of Phase I funding. Nonetheless, the precedence-setting nature of allocating County General Funds to fire protection activities is quite significant. Changes to the way in which fire protection services are provided in Phase I have been put into motion under the County Program and the option of continued county funding should be evaluated as a potential source of sustainable revenue.

ACCESS TO REVENUE IS PRINCIPAL TEST FOR REORGANIZATION

Notwithstanding the remarkable record of Phase I voters in approving special assessments, and the precedent-setting allocations of discretionary revenue from the County Fire Enhancement Program, the SSP and successive LAFCO studies each conclude that transformation of the structural fire protection system in Phase I requires an infusion of sustainable revenue. Additionally, Proposition C and the SSP condition a reorganization of the region's service providers upon

reprioritizing *existing* revenues to support fire protection and emergency medical services.

The County's 2005 legislative program included a proposal to implement a shift in property tax to benefit a consolidated fire protection agency; however, a conclusive response from Sacramento has not been received. In view of the uncertainty of State-authorized funding, the micro report evaluates reorganization alternatives for the potential to access local discretionary revenue.

EVALUATION OF PHASE I GOVERNANCE EXPANDED TO INCLUDE COUNTY PLAN

The Phase I Reorganization, as proposed, would envelop special districts, volunteer operations, and approximately 950,000 acres of unserved territory under a Regional FPD. The Commission authorized the micro study to develop cost estimates for providing services to the entire region under an FPD.

Subsequent to the Commission's direction, the County of San Diego's Department of Planning and Land Use (DPLU) released a *Conceptual Reorganization of San Diego County Fire Services* for Phase I (see Attachment 1). The conceptual plan proposes to build upon the County Fire Enhancement Program and contract with CDF to provide all structural fire protection and emergency medical services within Phase I. Contract administration and other regional permitting and land use activities related to fire prevention programs

would be performed by county staff under a County Office of the Fire Warden. The conceptual plan recognizes that funding gaps between Phase I resources and the cost of CDF contracts would need to be addressed. In response to the County of San Diego's Conceptual Reorganization, the micro report evaluates options for restructuring Phase I under a county model in addition to a Regional FPD.

Table 3	
Cost of Model 5a vs. FY 05-06 Resources	
❖ Cost Estimate: Model 5a	\$ 44,889,088
Phase I Resources:	
❖❖ Estimate of FY 05-06 property tax revenue related to structural fire protection and EMS	5,886,800
❖❖❖ Estimate of FY 05-06 voter-approved assessment	8,215,842
FY 05-06 Fire Enhancement Fund Allocations	8,530,000
Total Phase I Resources	22,632,642
Difference between Model 5a cost and Phase I resources	\$ 22,256,446
❖ Costs for a regional system were estimated using geographic sectors that do not coincide with jurisdictional boundaries; proportionate cost for individual jurisdictions cannot be removed from the estimate for a regional operation.	
❖❖ Includes \$2,694,024 attributable to 4 MWDs; MWDs were included in original proposal but would not be included in reorganization.	
❖❖❖ Includes \$2,562,947 attributable to 2 MWDs	

▪ Regional Fire Protection District

Fire Protection Districts and CSAs within Phase I would be dissolved and a Regional FPD named successor agency. Municipal Water Districts and volunteer operations would not be affected by reorganization. A Regional FPD would be governed by an independently elected Board of

Directors. Terms and conditions of reorganization would create community-based Advisory Boards to provide community input to the Board of Directors. Property tax and voter-approved assessment revenues received by Phase I agencies would transfer to the Regional FPD. Assessment revenue could only be expended in zones where assessed; a Fiscal Oversight Board should be established to scrutinize fund management.

Consolidating Phase I under a Regional FPD would eliminate duplicate positions, consolidate functions and result in a more efficient use of regional resources; however, no *new* revenue would be forthcoming because an FPD was formed. Revenue that would be available to a Regional FPD would be nothing more than the aggregate revenue that is currently available within Phase I.

All current Phase I revenue including special assessment revenue—which could not fund regional expenses—in combination with current Fire Enhancement Program allocations would not fund the cost of the lowest service model evaluated in the micro report (see Table 2). The micro report also concludes that, if volunteer operations were not aggressively supported by a successor agency, regional resources could actually decline and overall costs would increase.

The County Fire Enhancement Program could continue to provide subsidies, underwrite CDF contracts, and purchase apparatus and equipment if a Regional FPD was formed. The Fire Enhancement Program is a discretionary county program; however, the FPD Board of Directors would not have direct access to program funds. The FPD Board would have authority to determine how FPD services should be provided; Board discretion to implement service plans would be quite limited, however, because FPD revenue would have been substantially committed by former Phase I jurisdictions to fund CDF contract obligations.

If formation of a Regional FPD were approved by LAFCO, a mandatory election would be held among eligible voters within the territory that was approved for inclusion within the FPD.

- County of San Diego as successor to Phase I agencies

Fire Protection Districts and CSAs within Phase I would be dissolved and the County named successor to Phase I. Municipal Water Districts and volunteer operations would not be involved in the reorganization. The 2nd, 5th and minimal portions of the 1st Supervisorial Districts would overlay Phase I; however, each of the five Supervisors would have an equal voice in deciding Phase I program or funding issues.

The County has authority to engage in a range of activities and to allocate General Fund monies to discretionary programs. The County's *Conceptual Reorganization of San Diego County Fire Services* (see Attachment 1) proposes to expand the County Fire Enhancement Program and contract with CDF to provide all fire protection and emergency medical services within the region. Contract administration and other fire prevention permitting activities would be performed

by county personnel under a proposed County Office of the Fire Warden. LAFCO would not have authority over creation of an Office of the Fire Warden.

Precedent for reprioritizing county revenues to support the Fire Enhancement Program was established with the FY 05-06 allocation of \$8.5 million of discretionary revenue; the Conceptual Reorganization proposes to continue this extraordinary commitment and estimates that an additional \$4.5 million would be required to fund the expanded plan.¹ The potential to access County discretionary funds would be the largest single fiscal benefit of naming the County as successor agency.

Identical to forming an FPD if the County assumed fire protection responsibility, the property tax and special assessment revenues of dissolved districts would transfer to the County. Assessment revenue could only be expended in zones where assessment revenues are generated and discrete accounting controls for each assessment fund would be required. Property tax revenue is generally deposited in the County General Fund.

A reorganization to dissolve Phase I agencies and name the County as successor would not prompt an automatic election. Registered voters or landowners within the agencies proposed to be dissolved may file protest petitions; if sufficient petitions—as outlined in State law—are filed, an election would be held on the question of dissolution (see page 54 for protest filing details).

The micro report recommends that alternatives to certain components of the Conceptual Reorganization be evaluated. CDF costs have significantly escalated in recent years; costs to retain and enhance local resources should be examined before committing to a State contractor. Suggestions are also made for clarifying the goals of the Conceptual Plan and for appraising alternatives for positioning a structural fire protection and emergency medical program within a sector of County government with operational responsibilities (see page 54).

- County Service Area 135—San Diego Regional Communications

A county service area (CSA) is a *county-dependent special district*. CSA 135 (San Diego Regional Communications) was formed in 1994 to support an 800 MHz communications system that enhances communication among public safety personnel across San Diego and Imperial Counties. The CSA 135 boundary includes all unincorporated territory in San Diego County—including Phase I—and 10 of the region's 18 cities (see Map 4). The communication system operation is staffed by the County Sheriff's Department.

LAFCO could authorize CSA 135 to provide structural fire protection and emergency medical services as a *latent power*. Latent power services within the CSA would be restricted to a zone replicating the boundary of Phase I. Incorporated territory and Phase II districts within CSA 135 would not receive fire protection services, although in the future it would be possible for LAFCO to

¹ See Attachment 1: *Conceptual Reorganization of San Diego County Fire Services*, January 22, 2007, page 20.

expand the latent power zone to include Phase II. Funding for fire protection services would be strictly segregated from other CSA 135 functions.

Fire protection services under CSA 135 would be administered by county personnel; the County Conceptual Reorganization Plan and Office of the Fire Warden could be directly implemented under the CSA. Issues of representation, volunteer involvement, MWDs, service delivery, reorganization, boundary, and elections would be identical to issues that would be present if the County were named successor agency. Although a CSA is a *county-dependent district*, its special district status requires CSA funds to be maintained in discrete accounts. Property tax and voter-approved assessment revenues would be collected for the exclusive purpose of funding fire protection services within a latent power zone. CSA property tax would not be available for other county purposes; if in the future, an alternative to a county-administered fire protection system is proposed, the amount of property tax attributable to Phase I could be identified and transferred to a successor agency.

- Retention of the status quo system within Phase I

Retaining the status quo system would continue the dysfunctional system of multiple underfunded special districts and volunteer operations that has been criticized by the public; the San Diego Regional Fire Prevention and Emergency Preparedness Task Force; the Governor's Blue Ribbon Fire Commission; and successive LAFCO studies. The County *Conceptual Reorganization of San Diego County Fire Services* proposes to extend CDF presence throughout Phase I and suggests that dissolution of Phase I agencies may not be necessary. The Conceptual Plan itself would introduce a de facto consolidation of service under CDF contracts. Left in place however, individual jurisdictions would have few resources, and little real ability to exercise discretion over fire protection issues.

CONCLUSION

The micro report presents cost estimates for providing services within Phase I under 12 different service models. Six models that provide increasing levels of service are delivered by local operations; estimates are provided for the same six models delivered by State personnel through contract with CDF. Each advancement in service comes at a cost. Approximately \$44.8 million would be required to extend the minimum service level—Model 5a, delivered by local career and volunteer personnel—throughout Phase I. The gap between the estimated cost of Model 5a and resources that were available in the region in FY 05-06 is approximately \$22.3 million. It would require approximately \$69.9 million to extend the highest service level—Model 7, provided by CDF—across the region; the shortfall between Model 7 and FY 05-06 resources rises to \$47.6 million.

An obvious linear rise in costs occurs as levels of services increase. Regrettably, the advantages of one option of governance over other options are not similarly transparent. Comparisons among governance options involve judgments about the

importance of local control and the value of volunteer operations, which could decline under administration of a successor agency. Conclusions also have to be reached regarding the certainty of revenues that could be redirected to fund fire protection services under a successor agency.

A logical action to create a consolidated fire protection system within Phase I would be to dissolve jurisdictions and form a Regional Fire Protection District. The FPD would facilitate a universal command structure and eliminate duplications; however, forming an FPD would not override systemic limitations in State law that restrict access to increased funding. The California Constitution strictly delimits further assessment of property tax rates; division of the existing one-percent revenue among local agencies is generally frozen by State law at established appropriation ratios; and fire protection agencies can only impose a parcel assessment after collecting an intimidating two-thirds voter approval.

Dissolving Phase I agencies and naming the County as successor agency or authorizing CSA 135 to provide structural fire protection and emergency medical service functions within a restricted area of the CSA would eliminate duplications and unify command and control similar to the FPD option. The 5-member Board of Supervisors would replace 55 elected officials.

The County of San Diego is already empowered to provide fire protection services—no amendment to county authority would be required. Naming the County as successor would not create new sources of revenue; however, the potential to expand the Fire Enhancement Program with discretionary county revenues is an extraordinary opportunity not elsewhere presented. Moreover, the County's precedent-setting funding of the Fire Enhancement Program illustrates a commitment to ensure that public safety services are available.

Transferring Phase I responsibility to a latent power zone of CSA 135 would have the added benefit of capturing Phase I property tax within a discrete account for the exclusive use of Phase I fire protection and emergency medical services.

Contracting with CDF to provide all services—as proposed by the County Conceptual Reorganization—could inaugurate a comprehensive system, although alternatives should be reviewed and the possible long-term effects of disbanding local operations evaluated. Although four MWDs could not be included at this time, the County would be able to activate an expanded Fire Enhancement Program without delay and satisfy the Proposition C requisite that services in the unincorporated area be consolidated with existing—not new—revenue.

UPCOMING LAFCO ACTIVITIES CONCERNING PROPOSED PHASE I REORGANIZATION

Public input is an important element of the LAFCO process; the Cortese-Knox-Hertzberg Act provides citizens with a statutory process to protest LAFCO decisions. The Commission has repeatedly emphasized that reorganization of structural fire protection and emergency medical services in the unincorporated area requires the thoughtful participation of area residents.

Accordingly, LAFCO staff will conduct extensive outreach to engage the public in discussions regarding processes for reorganizing Phase I. The draft micro report will be released for a 45-day public comment period. During the comment period, LAFCO will conduct a 6 to 9 p.m. workshop at the Pine Valley Community Center on February 27 and at the Ramona Community Center Auditorium on March 1. An afternoon workshop will be held in the City of San Diego at the County Administration Center on March 7 from 2 to 5 p.m. Notices of the meetings will be distributed through press releases, posting in public libraries and by an extensive mailing list maintained by LAFCO. The workshops will be conducted by LAFCO staff as the Commission's agent for implementing the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000. Subject agency representatives may also attend and provide comments.

Subject agencies, residents, and landowners are encouraged to submit written comments, which must be received in the LAFCO office by April 6, 2007. Written comments and workshop comments will be incorporated into a final draft micro report that will contain staff recommendations for Commission actions. The final draft micro report will be tentatively scheduled to be presented to the Commission at the May 7, 2007 meeting. At the meeting the Commission will receive public comments and deliberate on the micro report before a decision is made to approve, or modify and approve, micro report recommendations.

A Phase I reorganization will require numerous ministerial actions such as preparation of a metes-and-bounds legal description, calculation of the amount of property taxes that would transfer from Phase I jurisdictions to the successor agency, adjustment of spheres of influence, development of an appropriations limit, etc. When the Commission's decision regarding Phase I is taken, LAFCO staff will prepare appropriate documents to implement the reorganization.

MICHAEL D. OTT
Executive Officer

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Chief, Policy Research

Background

Section One

The micro report is the latest in a series of San Diego LAFCO reports that focus on structural fire protection and emergency medical services in the unincorporated area. The Commission's reports chronicle an underfunded and sometimes dysfunctional system for providing emergency services and points to the effect State law has had on the continuing failure to secure new funding in the region. The implication of State law in restricting access to funding is significant; however, the shadow of local policy and the preferences of unincorporated area voters have also contributed to the current puzzling system of underfunded fire protection providers. An account of how the system evolved and a description of the factors that molded its character follow:

EVOLUTION OF UNDERFUNDED REGIONAL SYSTEM

From the 1920s through the early 1970s, the San Diego County Board of Supervisors contracted with the California Department of Forestry (CDF) to retain CDF presence in the unincorporated area during the non-fire season. In 1973, the CDF contract was expanded to provide structural fire protection to development outside of fire protection districts, tripling the cost of the CDF agreement to \$960,000. Within a year, the Board concluded that the contract was too costly and moved to phase-out support for fire protection over five years.² Unincorporated communities were encouraged to seek structural fire protection by annexing to cities or existing fire protection districts or by organizing volunteer fire companies. By 1980, over 90 square miles of unincorporated territory had undergone annexation and the number of volunteer companies grew from 5 to 35.³

Volunteer fire companies are not public agencies—they are autonomous organizations authorized to adopt bylaws and elect officers according to Health and Safety Codes. Significantly, volunteer organizations are *unable* to generate public funds. During the five-year phase-out, the County provided volunteers with start-up grants, subsidies, and public liability and worker's compensation insurance. It was anticipated that the volunteer companies would annex to existing fire protection districts or form new districts to secure funding.

Unlike volunteer fire companies, fire protection districts are able to generate public revenues; however, State law restricts districts to two primary sources of

² Office of Supervisor George Bailey, *FIRE AND EMERGENCY SERVICES IN SAN DIEGO COUNTY* (San Diego, 1988) p. 3.

³ Office of Supervisor George Bailey, *FIRE AND EMERGENCY SERVICES IN SAN DIEGO COUNTY* (San Diego, 1988) p. 4.

sustainable revenue—property tax and voter-approved assessments. State law also imposes restrictions to increasing funds from either source.

- Property tax revenue limited by Proposition 13

Prior to 1978, local governments had been able to annually adjust property tax rates to accommodate changes in demand for local services, and property tax represented the largest single source of revenue for most local jurisdictions. Fire protection districts in particular, received approximately 90 percent of all funding from the proceeds of property tax.⁴ In 1978, Proposition 13 set a limit on real property tax at one percent plus the tax rate necessary to fund voter-approved indebtedness. The immediate impact was as anticipated; all local governments that had relied on property tax revenue had less money. The instantaneous reduction in funds generally created fiscal crisis and most jurisdictions were compelled to pursue alternative sources to replace lost revenue. FPDs, because they have few alternative sources of funding, have remained highly dependent upon property tax revenue.

- State laws determine allocation of property tax revenue

Some local governments receive more property tax revenue than do others. Generally, the extent of the variation can be attributed to three factors: (1) the level of development within local jurisdictions; (2) the existence of redevelopment agencies; which absorb property tax growth within redevelopment boundaries; and (3) perhaps most importantly, State laws that govern the allocation of property tax revenues.

Senate Bill 154: Three weeks after passage of Proposition 13—in what became known as the *bailout*—the Legislature adopted SB 154. Under SB 154, local governments that had imposed property tax rates prior to Proposition 13 were awarded a *proportional share* of the decreased post-Proposition 13 revenue. For example: if a special district had imposed an individual tax rate that generated 25 percent of total property tax revenue within a Tax Rate Area (TRA), the district would continue to receive 25 percent of the reduced revenue within the TRA.

Senate Bill 154 also provided \$848 million in state funds to counties, cities and special districts to ensure that revenues would not recede more than 90 percent. Counties were given block grants and the state assumed county costs for Medi-Cal, SSI-SSP, AFDC and food stamp programs at a cost of \$1.04 billion. Cities received \$250 million. Special districts originally received \$125 million; SB 2212 subsequently supplied an additional \$37 million.

⁴ Office of Supervisor George Bailey, *FIRE AND EMERGENCY SERVICES IN SAN DIEGO COUNTY* (San Diego, 1988) p. 95.

Assembly Bill 8: A year after enacting SB 154, the Legislature adopted AB 8 as a permanent solution for distributing property tax revenues and to provide further fiscal relief to local governments. AB 8 adopted the allocation formulas contained in SB 154; however, rather than providing bailout block grants, AB 8 increased the *share* of property tax revenue allocated to counties, cities, and special districts by shifting property tax revenue away from schools. School losses were back-funded from the State General Fund.

Since 1979, there have been two significant changes to the allocation formulas. Legislation was enacted to aid cities that receive no, or very low, property tax revenues; and in 1992-93 and 1993-94, property tax revenues were shifted away from counties, cities, and special districts back to schools in roughly the same proportion as the benefit received under AB 8. Despite these changes, the system developed in 1979 continues as the basis for allocating property tax revenues among local governments.

- Implications of inflexible property tax allocation formulas

Under the allocation formulas, jurisdictions that levied high property tax rates prior to 1978 receive a proportionately larger share of post-Proposition 13 revenue than jurisdictions that levied low pre-Proposition 13 tax rates. Jurisdictions that had been conservative in applying tax rates are permanently locked into receiving comparatively smaller shares of the property tax pie. As assessed values grow, the dollar amount of property tax revenue increases; however, in compliance with the allocation formulas, an agency's *share* of the property tax revenue never changes. As an example, the County of San Diego's conservative tax rates prior to 1978 produced post-Proposition 13 property tax revenue so unacceptably low to the County that a legal remedy was pursued. However, the County has failed in its attempts to reapportion the revenue imbalance.

Inflexible allocation ratios mean that for each share increase that one local government might gain—some other jurisdiction must decrease its share. Accordingly, fire protection agencies formed after 1978 did not receive a share of the property tax revenue. Moreover, the expansion of existing FPD boundaries to provide fire and emergency services to unserved territory does not generally result in a transfer of property tax to the FPD—because no other public agency will realize a reduction in property tax revenue. A negotiated increment of annual growth in property valuation is generally transferred to the district.

- Special tax assessments are limited by Proposition 218

After the property tax, special taxes are the principal revenue source for funding fire protection operations. Section 4, Article XIII A of the California Constitution authorizes cities, counties, and special districts to impose non-ad valorem special taxes with a two-thirds approval of the electors. Through a series of court cases,

the California Supreme Court found all taxes levied by special purpose districts to be special taxes—even if proceeds are used for general purposes. Accordingly, the primary alternative that fire protection districts can use to generate revenue requires two-thirds approval of the voters. The two-thirds requirement was reinforced in 1986 by Proposition 62, (a statutory initiative intended to close Proposition 13 loopholes) and again in 1996, by Proposition 218, the *Right to Vote on Taxes Act*. Experience has shown the two-thirds approval requirement to be a major hurdle in attempts to raise additional revenues.

- Impact of Proposition. 13 and Proposition. 218 on evolution of unincorporated area fire protection service

Because Proposition 13 curtailed the ability of fire protection districts to receive property tax from annexing territory, the efforts of volunteer companies in San Diego County to seek shelter within existing FPDs stalled. The Board of Supervisors extended the volunteer assistance program and in late 1981 filed an application with LAFCO to consolidate the volunteer companies under a regional FPD. The proposal for the *Consolidated Rural FPD* included all unincorporated territory in the County that was outside of existing fire protection districts. The Board's proposal would have also dissolved three CSAs that provided fire protection services and transferred all county responsibility for fire protection services to the new FPD. The proposal was unique for several reasons: (1) the district would have encompassed large amounts of geographically diverse territory; (2) the independent elected district board would have governed a virtually county-wide agency; (3) the FPD would have been staffed entirely by volunteers; and (4) the major source of FPD revenue would need to come from voter-approved benefit fees—not property tax.

As part of LAFCO review, the County Counsel issued an opinion concluding that the County, although financially assisting volunteer companies, was not engaged in providing fire protection service. A subsequent opinion concluded that, since the County did not provide fire protection, there was no legal obligation for the County to transfer property tax revenue to the new fire protection district. While the County was not *required* to transfer revenues, the Board agreed to *voluntarily* transfer \$379,250 to the proposed FPD to ensure, at least, a minimum level of funding. The transfer amount was calculated using a formula in State law, which determines how property tax is transferred when responsibility for a public service is ceded from one public agency to another. No allocation of annual tax increment (ATI) was proposed.

The transferred property tax revenue would provide approximately 22 percent of the estimated budget for the proposed Consolidated Rural FPD; miscellaneous revenues and mitigation fees were to contribute another 26 percent. All capital acquisitions were to be financed by developer fees. The majority of the budget—52 percent—was to come from benefit fees that would require approval by two-

thirds of the voters. Local residents defeated the proposal 66 percent to 34 percent at the June 1982 election.

Following defeat at the polls, the Board submitted a second proposal to LAFCO for a Consolidated Rural FPD. The new proposal was significantly different from the first proposal in several aspects. The Valley Center area, which in the interim period had formed a separate FPD and voted to establish a benefit fee, was removed from the boundary; watershed management was eliminated from the functions to be assumed by the new district; the proposed district budget was significantly reduced; and benefit fees were revised downward.

The amount of property tax revenue, which the County proposed to transfer to the second Rural Consolidated FPD, was reduced by the amount granted to the new Valley Center FPD. Again, there was no provision for allocation of an annual tax increment. Benefit fees, although reduced, would have to generate 61 percent of the FPD budget and would again require approval by two-thirds of the voters. The proposal, which appeared on the November 1982 ballot, received only 56 percent approval.

Following failure of the first two elections, a number of rural communities and volunteer companies began to pursue various alternatives to ensure the continuation of funding to the volunteers. The Board of Supervisors agreed to fund dispatching through June 1983, and workers' compensation and liability insurance until September 1983. By spring 1984, FPDs had been formed in Valley Center, Deer Springs, and Julian-Cuyamaca, and the communities of Elfin Forest, Mount Laguna, Boulevard, Palomar Mountain, San Pasqual, and Campo had formed CSAs to provide governmental structure and property tax revenue to the volunteer companies. Other areas served by volunteers had been annexed to the Pine Valley FPD and the Ramona MWD. The County voluntarily conveyed a share of property tax to each of the new agencies (see Exhibit 4 for chronology of all formation activity).

After the two regional proposals failed, the San Diego County Fire Chiefs' Association proposed a third, scaled-down district for only the southeastern portion of the County. The proposed district included 814 square miles—about one-third of the area of the previous two proposals, but encompassed a majority of the volunteer companies. As with previous proposals, the Board of Supervisors approved a voluntary transfer of property tax from the County General Fund—reduced to reflect the amount conveyed to other newly formed districts, which absorbed volunteer companies. The Board also agreed to transfer two percent of the ATI to all new districts that had absorbed volunteer companies. The third Rural FPD proposal would consolidate fourteen fire companies and was preferable to forming many smaller districts to oversee the activities of individual volunteer fire companies. Property tax revenue—although small—would give the volunteers a

base to provide at least a minimum level of service, which is more than would have been possible if no agency were established.

LAFCO approved the formation of the San Diego Rural FPD on April 4, 1983. It was estimated that an annual budget of approximately \$500,000 would be necessary to fund an adequate level of service. Anticipated property tax revenue would only provide 39 percent of the proposed budget. Proponents intended for the property tax revenue to be supplemented by voter-approved fees; however, a compressed schedule for forming the district without an election would mean that approval of benefit fees would not be a condition of formation. An election seeking voter approval for benefit fees would not occur until after the district was formed. Subsequent Rural FPD elections have approved fees at various levels of assessment within eight zones; however, voters have never approved a district-wide special tax.

20 YEARS LATER—CONSOLIDATION OF FIRE PROTECTION AGENCIES SUPPORTED

In November 2004, eighty-one percent of unincorporated area voters approved an advisory measure (Proposition C) that queried support for consolidating unincorporated area fire protection agencies. Proposition C was qualified with a declaration that revenue to support a consolidated fire protection and emergency medical service system must come from reprioritized current sources—not new taxes.

Following the public demonstration of support, the San Diego Local Agency Formation Commission (LAFCO) completed a State-mandated *Municipal Service Review* (MSR) of fire protection services. The MSR concluded that:

...the unincorporated region's system for providing fire protection and emergency medical services is dysfunctional—characterized by duplicate organizations and redundant layers of management that needlessly consume public resources and limit opportunities to provide enhanced services.

The region's agencies have not developed a universal response criterion; do not provide a unified command; do not employ unified standards for training safety personnel; and are not able to engage in strategic regional planning that could eliminate redundancies and engender more effective use of resources. Because emergency services are divided among so many agencies—no single authority is accountable for creating and implementing a comprehensive vision for the region.

- Commission and Board of Supervisors initiate formation of Regional FPD

In 2005, the Commission took action to dissolve the 25 special districts providing fire protection services and remove fire protection and emergency medical service functions from four municipal water districts (MWD). In a complementary action, the Board of Supervisors initiated proceeding with LAFCO for formation of a regional fire protection district (FPD) over the entire unincorporated area—including unserved territory that had not been within the jurisdiction of any public

fire protection agency. The goal of the proposed reorganization was to empower a single public service provider with authority—and sufficient resources—to extend adequate levels of structural fire protection and emergency medical services to all *unserved* and *underserved* areas of unincorporated San Diego County (see Map 2).

- Substantially similar proposal accepted by Commission

In accordance with LAFCO procedures, the initial reorganization proposal was supplanted in August 2005 with a proposal developed by the San Diego County Fire Chiefs’ and County Fire Districts’ Associations. This substantially similar proposal (SSP) would implement reorganization in two phases; Phase I addresses unincorporated organizations with the most critical need for increased funding and service improvement (see Map 1). The SSP established standards for reorganization—including a requisite that no area would experience *reductions* in service as a consequence of reorganization—and reaffirms the Proposition C position that adequate funding from existing revenue sources is a primary issue of reorganization. The Commission accepted the SSP and LAFCO staff’s efforts were redirected.

- Proposed legislation to fund regional agency

In June 2005, the County’s Chief Administrative Officer was directed by the Board of Supervisors to include a County sponsored proposal to fund a regional fire protection agency as part of the County’s legislative program. Approved in concept by the Board of Supervisors, the proposed legislation would reapportion a share of San Diego County school districts’ property tax revenue by no more than 3 cents and reallocate the funds to a newly formed regional fire agency. The proposal would exempt basic aid school districts and community college districts, and require revenue neutrality for revenue limit school districts. The reapportionment would be phased in over three years—one cent each year—and by FY 2008-09 could provide a regional fire agency with approximately \$37 million in *reprioritized* revenue. A conclusive response from Sacramento has not been received; however, the County is continuing to pursue efforts to locate funding.

- Commission releases macro report and authorizes micro report

In December 2005, the Commission issued a report that provided a broad evaluation of Phase I organizations. This *macro-level* report also presented seven distinct models for providing services within a consolidated Phase I. The

Table 4
Proposed Phase I
Special Districts
Borrego Springs FPD
Deer Springs FPD
East County FPD
Julian-Cuyamaca FPD
Pine Valley FPD
San Diego Rural FPD
Valley Center FPD
CSA 107 (Elfin Forest)
CSA 109 (Mt. Laguna)
CSA 110 (Palomar Mtn)
CSA 111 (Boulevard)
CSA 112 (Campo)
CSA 113 (San Pasqual)
Mootamai MWD
Pauma MWD
Ramona MWD
Yuima MWD
Volunteer Companies
De Luz Heights VFD
Inter-Mountain Fire-Rescue
Ocotillo Wells VFD
Ranchita Fire-Rescue
Shelter Valley VFD
Sunshine Summit VFD
Warner Springs VFD ♦
♦ Service suspended late 2006

Commission selected three models and requested that a *micro-level* report be prepared that would refine cost estimates for producing each model.

Cost estimates would be developed for service models delivered by a paid, career workforce. Because of the significant value of volunteer organizations within Phase I, the Commission also requested cost estimates for providing the service models with a cooperative career/volunteer workforce. This micro report would facilitate public review of the estimates and provide an understanding of what resources would be required to consolidate Phase I organizations and enhance structural fire protection and emergency medical services.

COUNTY OF SAN DIEGO ESTABLISHES FIRE ENHANCEMENT PROGRAM

In September 2005, the Board of Supervisors initiated a program to underwrite fire protection services in Phase I with County General Fund revenues. The Program continues to evolve and expand and by FY 05-06 approximately \$9.1 million dollars of discretionary county revenue has been allocated to the Program; \$8.53 million to subsidize fire protection activities and \$.58 million to fund Program oversight by County staff. Funds are being administered by the County Department of Planning and Land Use (DPLU) through a *Fire Enhancement* Program; seven positions were added to DPLU to provide for contract management, geographic information system assistance, code enforcement, accounting, and administrative support services.

According to County documents, the Fire Enhancement Program has several goals, including: support of volunteer fire companies through funding and training; improving command and control; improving communication capabilities; and lowering ISO ratings in the region.⁵ Program funds were used to purchase 16 pieces of apparatus that will be distributed according to priorities identified by a consensus of Phase I agencies; however, the Fire Enhancement Program's funding centerpiece is underwriting CDF presence in Phase I. The Program has funded contracts for CDF service or provided funding assistance to service providers to enhance CDF contracts already in place.

- CDF component of County Fire Enhancement Program

CDF is responsible for prevention and suppression of wildland fire in areas that the State declares *State Responsibility Areas* (SRA) and assumes financial responsibility (Public Resource Code 4000 et seq.). In San Diego County, CDF provides wildland fire protection to approximately 1.2 million acres of unincorporated territory. CDF will respond to structure, vehicle, and other fires and urgent situations within SRAs—if CDF resources are not otherwise engaged; nevertheless, the State agency's statutory mission is wildland fire suppression with no obligation to respond to other emergencies. The limitation of CDF responsibility is emphasized in State law, which requires real property transfers

⁵ See Attachment 1, *Conceptual Reorganization of San Diego County Fire Services*, January 22, 2007, page 3.

within SRAs to disclose that property may contain substantial risks and hazards and disclose that it is *not* the State's responsibility to provide fire protection services to any building or structure located within wildlands (Public Resources Code 4136).

Since the 1940s, local governments throughout the State have been able to contract with CDF for an *Amador Plan* or a *Schedule A Program* to bring service to their communities beyond the CDF schedule of wildland fire prevention.

The Amador Plan enables local governments to contract with CDF to keep a CDF facility staffed and ready for response during the non-fire season. The local agency must reimburse CDF for any added costs associated with this service (Public Resources Code 4144).

The Amador Plan maintains CDF presence in the local community year-round; it *does not* transform the CDF mission from wildland to structural fire protection, nor does it increase the level of service beyond CDF's normal operation. Under the Amador Plan, contracted CDF resources are still under State control and subject to redeployment in other locations; however, CDF is obligated to backfill vacated Amador Plan stations as a priority.

The Schedule A Program provides full service fire protection at facilities typically owned by the contracting local agency. CDF will staff engines, truck companies, paramedic units, hazardous materials units, etc. as stipulated by the contractor. The station and equipment are owned by the contracting agency; CDF provides staffing. Under a Schedule A Program, CDF resources become tied to the contracting agency and are not subject to redeployment around the State to respond to incidents in other locations. All costs for providing these services are reimbursed to CDF by the local agency including an administrative overhead

Table 5

FY 2005-06 County Fire Enhancement Program Allocations

	Grant	Amador	Schedule A
Borrego Springs FPD	\$ 0	\$ 0	\$ 0
Deer Springs FPD	0	128,600	22,000
East County FPD	0	0	0
Julian-Cuyamaca FPD	22,000	0	0
Pine Valley FPD	21,000	0	Offer pending
San Diego Rural FPD	0	0	1,460,000
Valley Center FPD	0	128,600	25,000
CSA 107 (Elfin Forest)	0	0	0
CSA 109 (Mt. Laguna)	20,500	0	0
CSA 110 (Palomar Mtn)	23,400	0	0
CSA 111 (Boulevard)	36,400	0	0
CSA 112 (Campo)	22,000	0	0
CSA 113 (San Pasqual)	22,000	0	0
Mootamai MWD ⁵	0	0	0
Pauma MWD	0	0	0
Ramona MWD ⁵	0	0	0
Yuima MWD ⁵	0	128,600	0
De Luz Heights VFD	23,000	0	0
Inter Mtn Fire-Rescue	22,000	0	0
Ocotillo Wells VFD	21,000	0	0
Ranchita Fire-Rescue	22,000	0	0
Shelter Valley VFD	21,000	0	0
Sunshine Summit VFD	23,000	0	0
CDF contract - 9 stations	na	1,695,270	na
Regional resources	185,000	na	na
Regional equipment	1,258,830	na	na
DPLU Admin. support	588,000	na	na

rate—currently 9.5 percent—to cover indirect costs associated with the contract (Public Resources Code 4142).

- Fire Enhancement Program allocations

The County Fire Enhancement Program funds Amador Plan contracts that keep nine CDF wildland fire companies operational in the non-fire season. Amador Plans with the Deer Springs FPD, Valley Center FPD and the Yuima MWD⁶ are also being subsidized with county funds.

Existing Schedule A contracts between CDF and the Deer Springs and Valley Center FPDs were enhanced with Program funds to increase on-duty staffing. The San Diego Rural FPD funded a Schedule A contract with Fire Enhancement Program subsidy; Rural FPD safety personnel were replaced with CDF personnel and staffing levels at two Rural FPD stations increased to two career on-duty personnel, augmented by one volunteer. District safety personnel were employed by CDF.

The volunteer organizations within five CSAs amended their contracts with the County, which assigned fire protection responsibility to the volunteers. The volunteers now operate under a CDF umbrella that provides enhanced coordination, planning, standardized services and training opportunities. The program stipulates that two CDF training professionals will coordinate a regional approach to fire and emergency medical training. Similar contracts were negotiated with volunteer fire protection companies that provide services outside of public agency boundaries.

⁶ Yuima, Mootamai, and Pauma MWD maintain a JPA to jointly fund a contract with CDF for an Amador Plan contract.

COST ESTIMATES FOR SIX SERVICE LEVEL OPTIONS

The micro report provides cost estimates for six alternative service options. The Commission requested cost estimates for three discrete levels of structural fire protection and emergency medical services delivered by a paid, career workforce. The Commission also requested estimates for providing the same three levels of services delivered by a cooperative career/volunteer workforce—for a total of six alternative estimates. The micro report also includes a cost estimate for contracting with CDF to provide the same six service alternatives.

- Service models would not be enforced through reorganization

Insight into the details of a proposed Phase I operation is required before costs can be estimated. And without knowledge of just what service-related decisions yet-to-be elected official would make—certain assumptions about services must be followed. It is important to note that the assumptions about service levels and modes of service delivery would not be enforced through reorganization. Micro report estimates contribute to a general understanding of what resources would be needed to provide enhanced services; whether the specific service assumptions utilized in the modeling are adopted would be entirely within the discretion of future Phase I decision makers.

SERVICE ASSUMPTIONS

Micro report cost estimates were developed with the following assumptions:

1. Assumption concerning timeframe of estimates: Costs are calculated in present value. Estimates presume a service delivery system that is captured within a contemporary *snapshot* of time; it is understood that costs would change over time.
2. Assumption concerning non-severability of cost estimates: Cost estimates were developed for implementing a regional service system. The expansive Phase I territory was sub-divided into five operational battalions based upon geographic and operational relationships irrespective of *current jurisdictional boundaries* (see Map 3). Costs to provide services within individual Phase I jurisdictions cannot be isolated from estimates for a regional operation.
3. Assumption concerning proposed service levels: The micro report provides cost estimates for services provided at three alternative first-responder levels: **3 on-duty** staffing at **Basic Life Support (BLS)**; **3 on-duty** staffing at **Advanced Life Support (ALS)**; and **4 on-duty** staffing at **ALS**.

4. Assumption concerning maintaining existing service levels: Phase I would not reduce any level of service currently provided by a Phase I agency. Accordingly, Borrego Springs FPD, Ramona MWD and Julian-Cuyamaca FPD provide Advanced Life Support (ALS) Transport with career fire service personnel as well as Basic Life Support First (BLS) Responder service. East County FPD and Deer Springs FPD provide ALS first responder service. The cost estimates for these organizations includes additional cost for maintaining that service level. Costs estimates within the six options account for maintaining these levels of service.
5. Assumptions concerning organizational structure: The micro report model assumes an organization that consolidates the operations of 17 Phase I special districts into a regional agency under one executive position (see Exhibit 3 Phase I Organizational Chart). Redundant positions among the former districts are eliminated; new positions are added to ensure that minimum service levels are attained. Unserved territory is taken into the regional boundary. Sixty-five elected officials would be replaced by one Regional Board of Directors. Costs reflect replacing existing Amador Plans and Schedule A contracts with local resources.
6. Assumptions concerning delivery system: The micro report evaluates services delivered by: (1) a paid, career workforce; and (2) a cooperative workforce of paid, career personnel and volunteers. Separate estimates are provided for career and career/volunteer workforces under CDF contract.
7. Assumptions concerning operational structure: The expansive Phase I agency is organized into five operational battalions based upon geographic and operational relationships irrespective of current jurisdictional boundaries (see Map 3). The battalion model facilitates estimating costs for an operational system that provides optimum span of control, unity of command, and efficient deployment of Phase I resources. The theoretical battalions are appropriately staffed to provide services under six alternative service models.

Safety personnel costs cover positions from Captain and below and are based on a 56-hour work week. Compensation medians included salary and benefits. Personnel costs were estimated using compensation medians from all structural fire protection and emergency medical service providers—cities and special districts—in San Diego County. Relatively higher compensation within cities and Phase II agencies elevates median costs. The diverse compensation among former agencies is equalized within Phase I positions.
8. Assumptions concerning Phase I administrative overhead: (See Exhibit 1 for Conceptual Overhead Budget)
 - a. Eleven-member Board of Directors cost estimate based on average cost of current Fire Protection District Boards in San Diego County. Costs were conservatively based on the maximum number of Directors allowed under State law. The cost difference for

alternative Boards—for example 5, 7, or 9-member Boards would be negligible.

- b. Support services cost estimates based on median salary plus average benefit cost for similar non-safety support positions within fire service organization in the San Diego region. Data was supplied by 2006 CALPAC Salary Survey and 2006 San Diego County Fire Chiefs' Survey. Safety personnel positions above Captain are included in support costs.
 - c. Safety position cost estimates based on median salary plus average benefit cost for similar safety positions within the San Diego region. Data was supplied by 2006 CALPAC Salary Survey and 2006 San Diego County Fire Chiefs' Survey (see Exhibit 8).
 - d. Volunteer and Reserve cost estimates based on Orange County Fire Authority and Riverside County Fire Department similarly budgeted amount for Volunteer and Reserve Programs.
 - e. Dispatch Fee cost estimate based on current Heartland Communication Facility Authority (HCFA) contract with County Emergency Medical Services: \$49.98 per incident for fire and emergency medical dispatching (EMD) services. Estimate projects annual call volume of 8,725, based on historical data for Phase I organizations.
 - f. Materials and supplies cost estimate based on ratio of FY 06-07 service and supply cost for Orange County Fire Authority
 - g. Rents and Leases cost estimate based on anticipated lease payment of \$10,000 for 12 months for interim Fire Headquarters and Administrative Services facility.
 - h. Facilities cost estimate based on ratio of FY 06-07 facilities maintenance cost for Orange County Fire Authority.
 - i. Insurance cost estimate based on ratio of FY 06-07 insurance cost for Orange County Fire Authority.
 - j. Equipment Capital Expense cost estimate anticipates a replacement fund for fire response apparatus, support vehicles and mounted equipment based on varying equipment life-cycles.
 - k. Facility Capital Expense cost estimate anticipates a replacement fund for fire station replacement based on 40-year life cycle.
9. Assumptions concerning capital start-up needs: Cost estimates for capital improvements assume projects would be fully funded at the point of reorganization and not financed over time. Capital needs assessment was developed from LAFCO and County Department of Planning and Land Use surveys of Phase I facilities. Capital costs for models that integrate volunteers

into the regional operation are lower than career operations because upgrades to crew facilities are fewer (see Exhibit 5).

10. Assumptions concerning equipment and vehicle replacement needs: Cost estimates for equipment and apparatus assume existing equipment and apparatus are in service and operationally maintained with appropriate service life. Estimated costs assume an annual *Equipment and Vehicle Replacement Fund* to replace obsolete equipment, vehicles, and apparatus (see Exhibit 1).

COST ESTIMATES FOR SIX SERVICE MODELS

The micro report estimates costs for providing services under the alternative models selected by the Commission from the LAFCO December 2005 macro report. The Commission selected three of seven alternatives—each with an increasing level of service—provided by paid, career personnel and requested cost estimates for each model. The Commission also requested cost estimates for providing the same three models with an integrated workforce of career and volunteer personnel. Specific position classifications and number of positions for each model are provided in Exhibit 2 attached to the end of this report; overhead costs are itemized in Exhibit 1.

Model 5 Requires sufficient paid, career personnel to ensure minimum **3 on-duty** first-responder at all times. Emergency medical services are provided at the **Basic Life Support (BLS)** level. Operations are consolidated under one Chief position; volunteer functions are fully integrated into the organization as paid positions. Positions are added to support administrative functions. Personnel compensation—salary and retirement—is equalized among positions across the agency. ALS service is maintained in communities where ALS is currently provided.

Safety personnel	\$ 37,616,648
Support personnel	6,800,693
Overhead	<u>14,365,943</u>
▪ Total Operation Cost	\$ 58,783,284
▪ Capital Start-Up	\$ 47,100,000

Model 5a Requires sufficient paid, career personnel augmented by unpaid volunteers to ensure minimum **3 on-duty** first-responder at all times. Emergency medical services are provided at the **BLS** level. Operations are consolidated under one Chief position. Volunteer companies work cooperatively within the Phase I regional system. Positions are added to support administrative functions. Personnel compensation—salary and retirement—is equalized among

positions across the agency. ALS service is maintained in communities where ALS is currently provided.

Safety personnel	\$ 23,511,996
Support personnel	6,905,921
Overhead	<u>14,471,171</u>
▪ Total Operation Cost	\$ 44,889,088
▪ Capital Start-Up	\$ 37,150,000

Model 6 Requires sufficient paid, career personnel to ensure minimum **3 on-duty** first-responder at all times. Emergency medical services are provided at the **Advanced Life Support (ALS)** level. Operations are consolidated under one Chief position; volunteer functions are fully integrated into the organization as paid positions. Positions are added to support administrative functions. Personnel compensation—salary and retirement—is equalized among positions across the agency.

Safety personnel	\$ 38,446,847
Support personnel	6,800,693
Overhead	<u>14,365,943</u>
▪ Total Operation Cost	\$ 59,613,483
▪ Capital Start-Up	\$ 47,100,000

Model 6a Requires sufficient paid, career personnel augmented by unpaid volunteers to ensure minimum **3 on-duty** first-responder at all times. Emergency medical services are provided at the **ALS** level. Operations are consolidated under one Chief position. Volunteer companies work cooperatively within the Phase I regional system. Positions are added to support administrative functions. Personnel compensation—salary and retirement—is equalized among positions across the agency.

Safety personnel	\$ 25,522,800
Support personnel	6,905,921
Overhead	<u>14,471,171</u>
▪ Total Operation Cost	\$ 46,899,892
▪ Capital Start-Up	\$ 37,150,000

Model 7 Requires sufficient paid, career personnel to ensure minimum **4 on-duty** first-responder at all times. Emergency medical services are provided at the **Advanced Life Support (ALS)** level. Operations are consolidated under one Chief position; volunteer functions are fully integrated into the organization as paid positions. Positions are added to support administrative functions. Personnel compensation—salary and retirement—is equalized among positions across the agency.

Safety personnel	\$ 48,596,904
Support personnel	6,800,693
Overhead	<u>14,365,943</u>
▪ Total Operation Cost	\$ 69,763,540
▪ Capital Start-Up	\$ 47,100,000

Model 7a Requires sufficient paid, career personnel augmented by unpaid volunteers to ensure minimum **4 on-duty** first-responder at all times. Emergency medical services are provided at the **ALS** level. Operations are consolidated under one Chief position. Volunteer companies work cooperatively within the Phase I regional system. Positions are added to support administrative functions. Personnel compensation—salary and retirement—is equalized among positions across the agency.

Safety personnel	\$ 28,422,216
Support personnel	6,905,921
Overhead	<u>14,471,171</u>
▪ Total Operation Cost	\$ 49,799,308
▪ Capital Start-Up	\$ 37,150,000

ESTIMATED OPERATING COSTS: LOCAL AND CDF RESOURCES

CDF has an established role as service provider in several Phase I organizations. Four FPDs maintain Schedule A contracts with CDF and Amador Plans provide non-fire season CDF presence at 10 CDF stations; it is appropriate to evaluate cost estimates for implementing the six Phase I service models under CDF contract.

CDF applies a 9.5 percent administrative overhead charge to Amador and Schedule A contracts. It is the micro report position that total CDF contract costs—inclusive of CDF overhead charges—should be recorded as operational costs within Phase I estimates. A Phase I authority would have separate support personnel and overhead costs for central command, planning, etc. Accordingly,

estimates of CDF safety personnel costs are inclusive of 9.5 percent overhead charges. CDF costs estimates are based on a 72-hour workweek for safety personnel (see Exhibit 9 for breakdown of local and CDF safety personnel costs).

TABLE 6

Estimated Annual Operating Costs: Local Resources and CDF

	Model 5 3 on-duty, BLS Career	Model 5-CDF 3 on-duty, BLS Career	Model 5a 3 on-duty, BLS Career/Volunteer	Model 5a-CDF 3 on-duty, BLS Career/Volunteer
Safety Personnel	\$ 37,616,648	\$ 33,040,434	\$ 23,511,996	\$ 22,174,114
CDF Overhead *	0	3,138,841	0	2,106,541
Phase I Support Personnel	6,800,693	6,800,693	6,905,921	6,905,921
Phase I Overhead	14,365,943	14,365,943	14,471,171	14,471,171
TOTAL	\$ 58,783,284	\$ 57,345,911	\$ 44,889,088	\$ 45,657,747
	Model 6 3 on-duty, ALS Career	Model 6-CDF 3 on-duty, ALS Career	Model 6a 3 on-duty, ALS Career/Volunteer	Model 6a-CDF 3 on-duty, ALS Career/Volunteer
Safety Personnel	\$ 38,446,847	\$ 36,311,326	\$ 25,522,800	\$ 23,983,176
CDF Overhead *	0	3,419,576	0	2,278,402
Phase I Support Personnel	6,800,693	6,800,693	6,905,921	6,905,921
Phase I Overhead	14,365,943	14,365,943	14,471,171	14,471,171
TOTAL	\$ 59,613,483	\$ 60,897,538	\$ 46,899,892	\$ 47,638,670
	Model 7 4 on-duty, ALS Career	Model 7-CDF 4 on-duty, ALS Career	Model 7a 4 on-duty, ALS Career/Volunteer	Model 7a-CDF 4 on-duty, ALS Career/Volunteer
Safety Personnel	48,596,904	\$ 44,581,905	28,422,216\$	\$ 26,722,725
CDF Overhead *	0	4,235,281	0	2,538,659
Phase I Support Personnel	6,800,693	6,800,693	6,905,921	6,905,921
Phase I Overhead	14,365,943	14,365,943	14,471,171	14,471,171
TOTAL	\$ 69,763,540	\$ 69,983,822	\$ 49,799,308	\$ 50,638,476

* CDF estimates include a 9.5 percent CDF overhead charge

- CDF dispatch services may generate additional costs

Centralized dispatching is a supporting, but essential, component of a structural fire protection and emergency medical services system. Within Phase I, three organizations—CDF, the North County JPA, and the Heartland Communications Facility Authority—coordinate dispatching responsibilities to ensure that regional resources are optimally deployed to incidents. The CDF system was developed as a State resource to dispatch CDF personnel to incidents within SRA territory. The Heartland Authority is a JPA among several East County cities and special districts; the North County JPA replicates the same function in the northwest section of the County. The Heartland Authority and North County JPA provide

emergency medical dispatch (EMD) in addition to fire dispatch; CDF does not. EMD dispatchers are trained and authorized to provide emergency medical instruction to 911 callers prior to the arrival of first responders.

Within Phase I, CDF provides dispatch services for the DeLuz Volunteer Fire Department and for districts under Amador Plan or Schedule A contract. CDF charges \$48 per call; Heartland charges, which include EMD, are \$49.98—approximately \$2 more.

EMD is the standard for dispatching within the entire region—with the exception of CDF. If additional Phase I agencies were to contract with CDF for Schedule A or Amador Plans and, as a result move from Heartland to CDF dispatching, the human cost from eliminating EMD from the dispatch service should be evaluated. For CDF to raise the level of dispatch to the standard within San Diego County, unspecified additional one time costs for upgrading communication equipment plus ongoing costs for added staffing would be passed on to contracting agencies. The 9.5 percent CDF overhead charge would be applied to additional contract costs.

ADDITIONAL LIABILITIES

- **Successor agency liabilities:** At the point of reorganization, all assets and liabilities of dissolved districts would transfer to the successor authority. In addition to inheriting on-going property tax and special assessment revenue, fire station facilities, an inventory of vehicles and equipment, plus other assets—the successor authority would also be liable for principle and interest payments that become due for outstanding bonds, contracts or other obligations; facility and equipment maintenance costs; personnel costs, insurance costs; and any other cost necessary to provide Phase I service. Transferring assets and liabilities of dissolved districts to the successor agency is not an undertaking in which negotiations over specific assets or liabilities take place. *All* assets and *all* liabilities of dissolved districts would transfer to a successor service provider. Simply put, the successor Phase I service provider would be obliged to assume all fiduciary responsibilities of predecessor districts. Assets held by 501(c)(3) corporations are privately held and would not be included in reorganization transfers.
- **East County FPD:** One Phase I agency—the East County FPD— adopted a FY 2006-07 budget that reflects a deficit. An audit has revealed that the District receives insufficient revenues to cover both short-term and long-term expenses. The District is taking actions to equalize revenues and expenditures, but may possibly need to reduce service levels; newspaper articles have suggested bankruptcy. Although District voters have approved annual special assessments of approximately \$560,000, East County relies on non-sustainable and inadequate sources of revenue to fund operations and would presumably prove a liability to a reorganized Phase I agency.

The SSP established standards for selecting Phase I agencies to meet a goal of improving the regional system. The East County FPD does not meet every SSP standard; however, the SSP made special effort to include the East County FPD in Phase I specifically because of the district's difficult fiscal situation. It is precisely the SSP goal of resuscitating failing agencies and renovating a flawed funding system that elevated East County to candidacy within Phase I.

PROVISIONAL GANN LIMITS

Article XIII B of the California Constitution places an appropriation limit on spending from tax proceeds for most State and local governments. Article XIII B, also called the Gann limit after its co-sponsor Paul Gann, sets a spending limit for each year equal to the prior year's spending—with upward adjustments for changes in population and the cost of living. Most appropriations are subject to the limit; however, the law exempts certain appropriations including capital outlay, debt service and local government subventions. LAFCOs are required to determine a provisional Gann limit for a proposed new special district. If the Commission approves a formation, the governing body of the new district will determine a proposed permanent district appropriation limit to be submitted to district voters (Government Code §56811).

The statutes concerning Gann limits were changed in 2001. Formerly, San Diego LAFCO established a permanent Gann limit for consolidated districts by combining the Gann limit of each affected district and rounding up the total for a modest increase to the aggregate limit. Currently, State law requires LAFCOs to establish a *provisional* appropriations limit for new districts; however, the limit must be calculated using anticipated tax revenue and anticipated changes in the cost of living and population for the first full fiscal year of operation. Ministerial terms and conditions of an approved reorganization will furnish a provisional Gann limit formulated from appropriate fiscal year data.

Revenue and Assets

Section Three

MICRO REPORT REVIEWS SUSTAINABLE REVENUE SOURCES

Estimates of anticipated Phase I revenue are conservatively restricted to secured, sustainable funds, which principally support personnel costs. Sustainable funding within Phase I is essentially limited to revenue from ad valorem property tax and voter-approved special assessments. One-time awards, episodic grant programs, or charitable donation—no matter how generous—cannot be considered the fiscal foundation of a regional fire protection and emergency medical service system. Indeed, a reliance on *non*-sustainable revenue provides a backdrop for the chronic under-funding of the region's volunteer fire companies.

- Phase I revenue receives legacy from Proposition. 13

The aggregate total of annual property tax revenue from Phase I agencies, which is related to structural fire protection and emergency medical services, is approximately \$5.8 million. This relatively low level of funding—compared to other San Diego County agencies—can be partially attributed to rural development patterns; however, the primary reason that diminished property tax revenue is received in Phase I emanates from Proposition 13 restrictions. Only six of the seventeen public agencies within Phase I imposed property tax assessments before 1978; the majority have a property tax legacy, which originates from the voluntary transfer of property tax, that was extended to newly formed fire protection agencies by the County of San Diego in the 1980s.

The disparity in property tax revenue between pre and post-Proposition 13 agencies becomes apparent by examining the assessed valuation on which property tax is levied. The pre-Proposition 13 Lakeside FPD, for example, received \$6.6 million in FY 05-06 property tax revenue on approximately \$4 billion of assessed valuation. The aggregate FY 05-06 property tax revenue related to fire protection services within Phase I was only \$5.88 million on approximately \$11.5 billion dollars of assessed valuation. Table 7 on page 34 presents assessed valuation for all Phase I agencies.

Restricted use of special assessment revenue

Voter-approved special assessment revenue within Phase I exceeds revenues from property tax; the aggregate value of special assessments revenue within Phase I is approximately \$8.2 million. Proposition 218, requires that a relationship exist between voter-approved assessment revenue and the benefits received by assessed parcels so that assessment revenue can only fund programs within the area where each assessment is levied. The ultimate administrator of Phase I special assessment funds would be required to maintain dozens of separate accounting and operating plans to accommodate all special taxing areas. Commission

approval of a Phase I reorganization would include terms and conditions that would preserve voter-approved assessments within specific assessment zones.

Table 7

F Y 0 5 - 0 6 P h a s e I R e v e n u e							
		Property Tax		Voter-Approved Assessment			
Pre Proposition 13		Assessed Value	Revenue	Fund Name	Parcel Count	Fund Total	Total Revenue
Special District				Special Tax	5,611	\$ 222,500	\$ 222,500
Borrego Springs FPD	✓	\$ 461,859,342	\$ 872,970	Standby	29,286	1,259,850	
Deer Springs FPD		1,786,502,448	338,049	Suppression	27,860	1,349,878	2,609,728
East County FPD	✓	602,903,883	621,164	Special Tax	1,306	59,960	
				Sp.Tax Bostonia	816	200,432	
Julian-Cuyamaca FPD		475,831,981	144,066	Paramedic	1,895	303,118	563,510
Pine Valley FPD		202,135,578	143,536	Special Tax	2,081	105,800	105,800
San Diego Rural		1,979,920,645	496,468	—			0
				Descanso	1,015	53,750	
				Dulzura	197	11,550	
				Tecate	63	13,400	
				Potrero	275	15,400	
				Jacumba	282	16,150	
				Rural West	2,994	340,450	
				Otay Mesa CFD	1	22,070	
				Hidden Valley CFD	10	111,653	583,423
Valley Center FPD		1,930,297	374,448	Standby	6,641	1,029,229	
				Valley Ctr. CFD	5,103	194,046	1,223,275
Mootamai MWD	✓	13,422,519	9,319	—			0
Pauma MWD	✓	25,839,956	12,290	—			0
Ramona MWD	✓	3,103,989,964	7 2,351,980	Fire/ Paramedic	11,511	2,514,438	2,514,438
Yuima MWD	✓	290,877,555	320,435	Special Tax	984	48,509	48,509
CSA 107 (Elfin Forest)		202,358,898	30,972	Special Tax	514	220,068	220,068
CSA 109 (Mt. Laguna)		23,798,898	19,982	Special Tax	262	20,550	20,550
CSA 110 (Palomar Mtn)		77,341,051	24,863	Special Tax	853	47,524	47,524
CSA 111 (Boulevard)		131,728,587	41,096	—			0
CSA 112 (Campo)		109,801,557	31,275	—			0
CSA 113 (San Pasqual)		94,683,800	23,216	Special Tax	343		55,511
Volunteer Company							
De Luz Heights	n/a	n/a	n/a		n/a	n/a	n/a
Inter-Mountain	n/a	n/a	n/a		n/a	n/a	n/a
Ocotillo Wells	n/a	n/a	n/a		n/a	n/a	n/a
Ranchita	n/a	n/a	n/a		n/a	n/a	n/a
Shelter Valley	n/a	n/a	n/a		n/a	n/a	n/a
Sunshine Summit	n/a	n/a	n/a		n/a	n/a	n/a
Warner Springs ⁸	n/a	n/a	n/a		n/a	n/a	n/a
TOTAL			\$5,886,800				\$8,215,842

⁷ The Ramona MWD provides water, sewer and structural fire protection and emergency medical services. Ramona MWD FY 05-06 property tax receipts were \$4,343,903. Using formulas in State law, it is estimated that \$2,351,980 of FY 05-06 receipts can be attributed to structural fire protection and emergency medical services.

⁸ The Warner Springs Volunteer Fire Company suspended service in late 2006.

REORGANIZATION WOULD NOT ACCESS NEW REVENUE

Proposition 13 and its legacy legislations define the assessment and allocations of property tax. Because of Proposition 13, *no new* property tax assessment could be levied—even if the new agency enclosed previously unserved territory. Moreover State law does not provide direct access to any alternative source of sustainable funding as a function of reorganization. Additional funding for a regional fire protection agency could only be obtained from: (1) voter approved special assessment; (2) State legislation that shifts current revenues away from other public agencies to fund the Phase I agency; or (3) discretionary transfer of funds from other public agencies.

▪ County Fire Enhancement Program

The Board of Supervisors has established a precedent for reprioritizing existing County revenues to support fire protection services in the unincorporated area. In FY 05-06, the *County Fire Enhancement Program* disbursed direct grants to organizations in Phase I from discretionary County revenue; further allocations of discretionary funds purchased new equipment and apparatus and underwrote contracts for CDF presence in the unincorporated area. In FY 05-06, the Program allocated a total of \$8.5 million in County General Funds to support structural fire protection and emergency medical services within Phase I.

Despite allocation of noteworthy amounts of discretionary revenue, the micro report must conservatively view the infusion of County revenue as one-time support. Under the micro-report standard of evaluating secured, sustainable revenue exclusively, funds from the Fire Enhancement Program have not been factored into aggregate totals of Phase I funding.

The precedent-setting nature of allocating County General Funds to fire protection activities is,

Table 8

FY 2005-06 County Fire Enhancement Program Allocations

	Grant	Amador	Schedule A
Borrego Springs FPD	\$ 0	\$ 0	\$ 0
Deer Springs FPD	0	128,600	22,000
East County FPD	0	0	0
Julian-Cuyamaca FPD	22,000	0	0
Pine Valley FPD	21,000	0	Offer pending
San Diego Rural FPD	0	0	1,460,000
Valley Center FPD	0	128,600	25,000
CSA 107 (Elfin Forest)	0	0	0
CSA 109 (Mt. Laguna)	20,500	0	0
CSA 110 (Palomar Mtn)	23,400	0	0
CSA 111 (Boulevard)	36,400	0	0
CSA 112 (Campo)	22,000	0	0
CSA 113 (San Pasqual)	22,000	0	0
Mootamai MWD	0	0	0
Pauma MWD	0	0	0
Ramona MWD	0	0	0
Yuima MWD	0	128,600	0
De Luz Heights VFD	23,000	0	0
Inter Mtn Fire-Rescue	22,000	0	0
Ocotillo Wells VFD	21,000	0	0
Ranchita Fire-Rescue	22,000	0	0
Shelter Valley VFD	21,000	0	0
Sunshine Summit VFD	23,000	0	0
CDF contract - 9 stations	na	1,695,270	na
Regional resources	185,000	na	na
Regional equipment	1,258,830	na	na
DPLU Admin. support	588,000	na	na

nonetheless, quite significant. Changes to the way in which fire protection services are provided in Phase I have been put into motion under the aegis of the Program and the option of continued County funding should be evaluated as a potential source of sustainable revenue.

■ Estimate of additional revenue required to fund model 5a personnel cost

The underlying goal of the micro report is to determine what amount of additional revenue would be required in order to fund Phase I. Developing a conclusive estimate is difficult because modeling is impacted by many variables of available revenue and proposed service levels. Nevertheless, one possible estimate of how

much revenue would be needed—*beyond* local revenues and current Fire Enhancement Program allocations—is offered for discussion purposes.

Table 9	
Cost of Model 5a vs. FY 05-06 Resources	
❖ Cost Estimate: Model 5a (3 on-duty BLS career/volunteer)	\$ 44,889,088
Phase I Resources:	
❖❖ Estimate of FY 05-06 property tax revenue related to structural fire protection and EMS	5,886,800
❖❖❖ Estimate of FY 05-06 voter-approved assessment	8,215,842
FY 05-06 Fire Enhancement Fund Allocations	8,530,000
Total Phase I Resources	22,632,642
Difference between Model 5a cost and Phase I resources	\$ 22,256,446
❖ Costs for a regional system were estimated using geographic sectors that do not coincide with jurisdictional boundaries; proportionate cost for individual jurisdictions that may be eliminated from Phase I reorganization cannot be removed from the cost estimate for a regional operation.	
❖❖ Includes \$2,694,024 attributable to 4 MWDs; MWDs were included in original proposal but would not be included in reorganization.	
❖❖❖ Includes \$2,562,947 attributable to 2 MWDs	

The estimate assumes the most conservative service level—Model 5a—would be implemented at an annual cost of \$44.88 million. Fire Enhancement Program allocations are combined with local revenues to estimate the level of funds that supported structural fire protection and emergency medical services in FY 05-06. The difference between estimates for Model 5a and current Phase I funding is approximately \$22.2 million.

The theoretical model is speculative, of course. It provides an incomplete picture of the total responsibilities that an actual regional fire protection provider would need to fund; capital

costs, etc., still need to be addressed—and it incorporates Fire Enhancement Program allocations, which the micro report qualifies as unsustainable funding at this time.

The County Conceptual Reorganization estimates that an additional \$4.5 million in annual allocations—in addition to on-going allocations of \$8.5 million would be sufficient to fund a regional fire protection system delivered by CDF.⁹

⁹ Attachment 1: *Conceptual Reorganization of San Diego County Fire Services*, January 22, 2007, page 20.

VALUE ADDED BY VOLUNTEER FIRE PROTECTION COMPANIES

▪ Value of volunteer operations

Stable sources of public funds are not available to volunteer fire protection companies. Volunteer companies are private—not public—organizations, which are unable to directly receive an allocation of property tax revenue or appeal to community voters to approve special assessments. Nevertheless, the direct and indirect value of the contributions made by volunteer operations within the region cannot be denied. It is estimated that over 400 volunteers serve as fire fighters within Phase I. Totals are difficult to confirm because personnel records for community volunteers, reserve personnel, seasonal volunteers, etc., are not consistent among organizations. It is likewise difficult to establish a dollar amount for current volunteer operations. In addition to the value of safety personnel, the contributions added by volunteer boards of directors, fundraisers, grant writers, and other unpaid functionaries who fulfill maintenance, recruiting and training duties is incalculable.

The difference between the cost of micro report services models delivered by career safety personnel and the cost of the same service model delivered cooperatively by career and volunteer safety personnel gives a glimpse into the important contribution that volunteers provide to the region. The dollar value of volunteer participation would be quite stunning—\$14.1 million under Model 5a, the lowest service level model. Value added by volunteers range from approximately \$14.1 million to \$20.2 million depending upon the service level.

▪ Value of volunteer assets

Volunteer companies are not public agencies—they are autonomous *private* organizations authorized to adopt bylaws and elect officers according to State Health and Safety Codes. State laws for dissolving or consolidating special districts do not extend to private organizations. The volunteer operations would remain autonomous under a Phase I consolidation and continue to function much as they currently do—by cooperatively providing a valuable element of regional fire protection and emergency medical services. Most Phase I volunteer organizations have incorporated as 501(c)(3) corporations. The corporations would continue to hold title to volunteer assets.

Table 10

Estimated Value Added by Volunteers		
Model 5 3 on-duty, BLS Career	Model 5a 3 on-duty, BLS Career/Volunteer	Value added by Volunteers
\$ 58,878,234	\$ 44,773,582	\$ 14,104,652
Model 6 3 on-duty, ALS Career	Model 6a 3 on-duty, ALS Career/Volunteer	
\$ 59,708,433	\$ 46,784,386	\$ 12,924,047
Model 7 4 on-duty, ALS Career	Model 7a 4 on-duty, ALS Career/Volunteer	
\$ 69,958,490	\$ 49,683,802	\$ 20,274,688

Reorganization

Section Four

REORGANIZATION OF PHASE I SERVICE PROVIDERS

State law allows multiple jurisdictional changes—for example, dissolution, annexation, establishment or merger of subsidiary district—to be simultaneously initiated as a *Reorganization* (Government Code § 56073). The reorganization of unincorporated area fire protection and emergency medical service providers proposes dissolution of multiple single-purpose districts, removal of fire protection services from multi-purpose districts, and formation of a regional fire protection district to cover the territory of the former districts plus approximately 950,000 acres of unincorporated territory that is outside of any public fire protection agency.

The reorganization must be evaluated for issues that can be broadly classified as either governance or fiscal concerns. Governance focuses on such concerns as identifying the appropriate governmental structures that would be authorized and operationally prepared to assume responsibility for fire protection and emergency medical services; or would provide constituents with optimum democratic representation. The fiscal component should address projected costs for providing services and determine how funds to cover projected costs would be secured. Because governance and fiscal issues are unmistakably linked, governance options cannot be evaluated without inquiry into how particular options would impact fiscal issues.

GOVERNANCE FOR A REGIONAL FIRE PROTECTION AGENCY

There must be a good fit between a specific public service—in this case structural fire protection and emergency medical services—and the governance model which supports delivery of the services. Fundamental to selecting a *best-fit* structure for Phase I is familiarity with the functions that the organization would provide. It would seem that fire protection and emergency medical service organizations engage in structural fire protection as their principal activity. And while fire-fighter response to periodic structural fires is nothing less than heroic, it is, nevertheless, a daily involvement in a range of emergencies, such as vehicle accidents and life-threatening medical emergencies that defines a community's reliance on fire protection organizations.

On average, response to emergencies *other than structural fire*, accounts for 90 percent of Phase I activity.¹⁰ Response levels are spread quite evenly across all Phase

¹⁰ MACRO REPORT: Options for Providing Structural Fire Protection and Emergency Medical Services in Unincorporated San Diego County, San Diego LAFCO, December 5, 2005, Table 6.

I agencies; smaller rural agencies, which are crossed with highway corridors or which harbor alluring recreational opportunities, can experience incident numbers as high as agencies with more urban density. The predominance of emergency medical services within the activity mix of fire protection agencies was emphasized in LAFCO's 2005 *Fire Protection and Emergency Medical Services Review* and again in the 2006 *Macro Report for Providing Fire Protection and Emergency Medical Services in the Unincorporated San Diego County*. Extending uniform levels of EMS to the entire region is a core component of the SSP.

The training and certification of emergency medical personnel define the level of emergency medical assistance that is available within communities. Local agencies, as well as volunteer companies, can be prepared to provide medical assistance anywhere from basic first-aid, to advanced life support (ALS). The public perception—that emergency personnel are available, trained, and equipped to respond to every critical incident is a dangerously flawed vision. Indeed, the level of emergency medical care within Phase I can be random and inadequate. Only five of the region's 17 agencies have personnel qualified at the ALS level. No volunteer company is prepared to consistently provide any service higher than basic first aid; portions of the region have no dedicated EMS coverage whatsoever.

Extending uniform levels of emergency services to the entire unincorporated area is pivotal to the phased SSP strategy that would immediately address the most underserved areas. While emphasizing the immediacy of extending service, the SSP also stipulates that existing service levels could not be imperiled in the haste to extend uniform service levels throughout the region. Accordingly, advanced life support services in Borrego, Deer Springs, East County and Julian-Cuyamaca FPDs and the Ramona MWD would need to be retained within a successor governance structure.

SURVEY OF REGIONAL FIRE PROTECTION SERVICES IN FOUR COUNTIES

In evaluating possibilities for best-fit regional governance, four models—three in neighboring Riverside, Orange, and San Bernardino Counties and one in Sacramento County—were surveyed. As could be expected of organizations that provide comparable services, similarities among the organizations are found. By-and-large however, governance for each of the four regional delivery systems is distinctly different, as each evolved over time to reflect local circumstances and needs.

Three regional systems function within charter counties. A charter county is authorized by Government Code § 23720 et seq. to operate under a local voter-adopted charter rather than general State laws that regulate county activities. Charters cannot abdicate provisions of State law—but may impose local requirements with higher compliance standards. None of the surveyed charters requires a County to provide fire protection and emergency medical services. Nevertheless, Orange, and San Bernardino Counties indirectly fund structural fire protection through a county dependent special district or as member of a regional JPA. Riverside, the sole *general law* county, embeds fire protection function

within county-government—although departmental services are funded from a dedicated allocation of property tax revenue. A comprehensive survey report is located in Attachment 2

- **Sacramento County:** The *Sacramento Metropolitan Fire District* (Metro) is an independent special district governed by an elected nine-member Board of Directors. Metro covers approximately 417 square miles of mixed urban and rural areas that include unincorporated territory and the Cities of Citrus Heights and Rancho Cordova. Structural fire protection and emergency medical services are provided by district personnel from 42 stations.

Metro's stature as the largest FPD in Sacramento County is the result of more than 60 years of reorganizations and consolidations among fire protection service providers. Metro emerged in 2000 from a consolidation of the American River and Sacramento County FPDs. The District's adopted FY 06-07 budget anticipates revenue of approximately \$149 million. Eighty-five percent—\$126 million—will be generated from dedicated property tax revenues, which have transferred from the pre-Proposition 13 districts that were reorganized into the current Metro FPD.

- **Orange County:** The *Orange County Fire Authority* (OCFA) is the product of a joint powers agreement between Orange County and 22 member cities. The legislative body of the OCFA includes 2 Orange County Supervisors and elected officials from the 22 member cities. In addition to structural fire protection and emergency medical services, the State contracts with OCFA to provide wildland fire protection in State Responsibility Areas in Orange County.

Historically, CDF was the contract provider of structural fire protection in Orange County. CDF contracts were phased out by 1980 and today OCFA personnel provide service to approximately 551 square miles from 61 full-time and 20 reserve OCFA stations. The Authority's adopted FY 06-07 budget anticipates revenues of approximately \$221 million. Sixty-nine percent—\$150 million—will be generated from dedicated property tax receipts; twenty-two percent—\$53 million—from charges for service.

- **San Bernardino County:** The *San Bernardino County Fire Department* is organized under the umbrella of a county-dependent County Service Area (CSA). The CSA directs operations for 27 county-dependent fire protection agencies and five enterprise ambulance operations over approximately 16,224 square miles. As required by State law, the San Bernardino Board of Supervisors has ultimate legal and fiscal control over all CSA activities. Prior to 1994, San Bernardino contracted with CDF to provide fire protection services. Current services are provided by San Bernardino County Fire Department personnel. A proposal to reorganize the multiple special districts and create a county-wide Consolidated Fire Protection District is being evaluated by the San Bernardino LAFCO. The currently structured San Bernardino County Fire Department anticipates FY 06-07 revenues of approximately \$134 million.

Thirty-two percent—\$43 million—will be received from other governments; thirty percent—\$40 million—from dedicated property tax receipts; and sixteen percent—\$21 million—from fees and charges.

- **Riverside County:** The *Riverside County Fire Department* is a discrete operation within county government that contracts with CDF to provide fire protection services to the unincorporated area. The Riverside CDF Unit Chief serves in the dual role as CDF Unit Chief in charge of State resources in Riverside County and Chief of the Riverside County Fire Department; the Fire Chief reports directly to the County Board of Supervisors. The County contract also provides an umbrella for 16 cities and one special district that choose to use CDF as their local fire protection provider plus State and Federal agencies that discharge their service obligations in Riverside County by contracting with CDF. Altogether, CDF provides oversight for 91 stations: 45 county-owned; 31 city-owned stations; nine state-owned; and six volunteer facilities.

Riverside County has contracted with CDF to provide increasing levels of fire protection services since the 1920s. Early contracts were funded from property tax assessments and an allocation of today's one percent property tax revenue is dedicated exclusively to funding the Fire Department. The adopted FY 06-07 budget anticipates revenues of \$204.9 million. Approximately 23.3 percent—\$47.7 million—will be generated from dedicated property tax and 13.7 percent—\$28.1 million will be allocated from the Riverside County General Fund. The remaining 63 percent will be administered as pass-through funds from other contracting agencies.

Table 11

Survey of Regional Fire Protection Organizations									
	Sacramento County		Orange County		San Bernardino County		Riverside County		
1. Charter county	Charter		Charter		Charter		General law		
2. Governance structure	Independent special district		Joint Powers Authority: county and cities		County-dependent special district		County function		
3. Staffing	District personnel		Authority personnel		District personnel		CDF/county personnel		
4. FY 06-07 revenue	\$149 million		\$221 million		\$134 million		\$204.9 million		
5. Revenue sources	Property tax	85%	Property tax	69%	Property tax	30%	Property tax	23%	
	Other	15%	Charge for service	22%	Other governments	32%	Pass through	63%	
			Other	9%	Charge for service	16%	County G. Fund	14%	
					Other	22%			

Relevance of surveyed agencies to proposed Phase I Reorganization

Sacramento, Orange, San Bernardino, and Riverside Counties have developed four distinctly different organizational structures for providing regional fire protection and emergency medical services. In spite of their dissimilar nature, each of the four organizations appears to dependably support regional fire

protection services. None of the regional examples could be reasonably considered for use in San Diego County's Phase I, however, because of one significantly *similar* characteristic among them—each of the four regional systems has a property tax legacy inherited, in one way or another, from jurisdictions that imposed a property tax rate specifically for fire protection services prior to Proposition 13. As a result, each regional system is substantially funded from allocations of dedicated property tax revenue.

A regional fire protection agency in San Diego County would, of course, succeed to the tax proceeds of dissolved Phase I districts. Nevertheless, the majority of Phase I agencies were formed *after* the revenue-limiting controls of Proposition 13 were enacted and the aggregate property tax revenue would be insufficient to fund regional services. Voters in Phase I have approved special assessments with proceeds that exceed property tax revenue; still, the combined proceeds from property tax and special assessments would not fund the lowest micro-report model—approximately \$44.8 million—for extending consistent services throughout the region (See Exhibit 6 for comprehensive list of sustainable revenue within Phase I).

Table 12

Estimate of FY05-06 Phase I Revenue	
Estimate of FY 05-06 property tax revenue related to structural fire protection and EMS	\$ 5,886,800
Estimate of FY 05-06 voter-approved assessment from 23 assessment zones.	8,215,842
TOTAL	\$ 14,102,642

ALTERNATIVES FOR PHASE I GOVERNANCE

The Phase I Reorganization, as proposed, would envelop special district operations, volunteer operations, and approximately 950,000 acres of unserved territory under a Regional FPD; LAFCO commissioned the micro study to develop cost estimates for providing services under the FPD structure.

Subsequent to the Commission's direction to evaluate service costs under a Regional FPD, the County of San Diego's Department of Planning and Land Use (DPLU) released a Conceptual Reorganization of San Diego County Fire Services that would extend the County Fire Enhancement Program throughout Phase I. The Conceptual Reorganization proposes to replace local operations and contract with CDF to provide all structural fire protection and emergency medical services. Contract administration and other regional permitting and land use activities related to fire prevention programs would be performed by county staff under a County Office of the Fire Warden. LAFCO would not have authority over creation of the Office of the Fire Warden. The conceptual plan recognizes that funding gaps between Phase I resources and the cost of CDF contracts would need to be addressed (see Attachment 1: *Conceptual Reorganization of San Diego County Fire Services*, January 22, 2007).

Fire Enhancement Program funds represent the *only* source of discretionary revenue that has become available to support fire protection services in the unincorporated area. In FY 05-06, the County Program allocated approximately \$8.5 million to underwrite CDF contracts, purchase apparatus and equipment, and provide direct subsidies within Phase I. Additional annual allocations, which would be needed to expand the Program's scope to include comprehensive coverage of Phase I, would be within the Board of Supervisors discretion.

The Conceptual Reorganization does not recommend a governance structure for Phase I; instead postulating that an expanded Fire Enhancement Program would be equally effective if administered (1) as a county departmental function; (2) under the umbrella of a county-dependent CSA; (3) as a county program that would cooperate with a new Regional FPD; or (4) as a county program that would cooperate with the status quo system of multiple jurisdictions. Accordingly, the micro report review has been extended to four options for regional governance:

1. Regional Fire Protection District: In February 2005, the Board of Supervisors and San Diego LAFCO cooperatively proposed reorganizing Phase I agencies into an independent Regional Fire Protection District.
2. County of San Diego as successor to Phase I agencies: Phase I agencies would be dissolved and the County named as successor agency with responsibility for Phase I services. County staff would administer the County Fire Enhancement Program, which would be expanded to extend CDF contract services throughout Phase I.
3. CSA 135 (San Diego Regional Communications) as successor to Phase I agencies: CSA 135 is a county-dependent special district, which covers the entire unincorporated area of San Diego County and 10 of the region's 18 cities. The CSA would be authorized to provide structural fire protection and emergency medical services within a restricted zone that replicates the proposed boundary of Phase I. Phase I agencies would be dissolved and the CSA named as successor agency with responsibility for Phase I services. County staff would administer the County Fire Enhancement Program, which would be expanded to extend CDF contract services throughout Phase I.
4. Retention of the status quo system within Phase I: The current organization of Phase I districts, volunteer agencies, and unserved territory would be retained. An expanded Fire Enhancement Program would cooperate with existing service providers in replacing local resources with CDF contracts. The County Program would be able to provide benefits to areas outside of district boundaries to unserved areas.

1. FORMATION OF A REGIONAL FIRE PROTECTION DISTRICT

Fire Protection Districts (FPD) are independent special districts uniquely empowered by State law to provide (1) fire protection services; (2) rescue

services; (3) emergency medical services; (4) hazardous material emergency response services; and (5) ambulance services (Health and Safety § 13800 et seq.).

- Representation under Regional FPD: Every FPD is governed by a legislative body known as a board of directors. State law allows the board to be composed of one of several alternatives, which has been declared in a resolution of application. The resolution of application may be submitted to LAFCO by any county or city with territory included in the proposed FPD. In April 2005, the San Diego County Board of Supervisors approved a resolution of application to form a Regional FPD therein named, the *San Diego County Regional Fire Protection District*. The resolution specifies that the Regional FPD board of directors will be composed of 11 members—which is the maximum number of board members permitted under State law (Health and Safety § 13842). The 11-member board would replace 55 current district board members and the 5-member Board of Supervisors as the legislative authority for fire protection and emergency medical services in Phase I.

FPD directors must be residents *and* registered voters within the FPD. The initial board must be elected at large; however, subsequent elections could be held by divisions if a majority of district voters approve dividing the FPD into divisions. The number of divisions would equal the number of directors and would be required to be as equal in population as possible (Health and Safety § 13846).

- ▶ Terms and conditions of the reorganization would recommend that the regional FPD establish community advisory boards as liaison between the communities represented by former districts and the FPD Board of Directors.
- Volunteers within Regional FPD: Volunteer fire companies provide services outside of fire protection districts as discrete operations. Organized volunteer operations are also the designated service providers within six CSAs and augment district resources in some FPDs. Volunteer companies are not public agencies—they are autonomous *private* organizations authorized to provide community services by State Health and Safety Codes. Volunteer fire companies in Phase I cooperate with special districts and CDF as part of the status quo regional system. The estimated value that volunteer operations would bring to a Regional FPD under the service models presented in the micro report is between \$14 and \$20 million.

State laws for consolidating special districts do not extend to private organizations. The volunteer operations would remain autonomous under a Regional FPD and the cooperative relations between volunteers and governmental agencies would continue. Most volunteer organizations have incorporated as 501(c)(3) non-profit organizations. Within county-dependent CSAs, the County has retained the 501(c)(3) corporations as contract service

providers. The contracts can be vacated with 12-months notice by either the County or the 501(c)(3) corporations.

As successor to the CSAs, the Regional FPD would be required to honor the 501(c)(3) corporation contracts; initially, volunteer companies with contracts would continue as the designated service provider within CSAs. The FPD Board would make future decisions concerning extending the contracts.

- ▶ Terms and conditions of the reorganization would transfer County/501(c)(3) contracts to the successor agency.
- ▶ Terms and conditions of the reorganization would recommend that the Regional FPD fill a permanent Volunteer Coordinator position to recruit and support volunteer operations.
- Municipal Water Districts under Regional FPD: The Ramona, Mootamai, Pauma, and Yuima MWDs are authorized to provide structural fire protection and emergency medical services in addition to water services; the Ramona MWD provides sanitary sewer services as well. The February 2005 resolution that initiated the Phase I reorganization proposed to remove the fire protection and emergency medical services functions from the MWDs and transfer that responsibility to a Regional FPD.

State laws do not authorize the removal of specific services from multipurpose districts as a function of reorganization. The MWDs could voluntarily transfer fire protection activities to the Regional FPD; there is also precedent for voluntarily transferring District property tax revenue that is related to fire protection to the Regional FPD. Estimates of property tax revenue related to structural fire protection and emergency medical services within the multipurpose MWDs have been developed using formulas in State law, but final determination of the transfer amount would be accomplished through negotiation with MWD officials. Special assessments approved by MWD voters *cannot* be voluntarily transferred. Because of these conditions, LAFCO staff concluded that the MWDs could not be considered for the Phase I reorganization; however, future actions to align MWD resources with regional fire protection operations should be explored. County Fire Enhancement Program subsidies to the Yuima MWD are allocated by County discretion and are not affected by reorganization decisions.

- ▶ Terms and conditions of the reorganization would recommend that options in State law to dissolve the MWDs and reorganize the Districts without fire protection services be explored.
- Fiscal issues under Regional FPD: Property tax revenue and voter-approved special assessment revenues¹¹ are the primary source of operational funding for fire protection districts. Property tax and voter-approved assessment revenue currently received by Phase I FPDs and CSAs would transfer to the Regional

¹¹ Special assessments include Community Facility Districts (CFD), also known as Mello Roos assessments.

FPD. Assessment revenue could only be expended in zones where assessment revenues are generated and the Regional FPD would be required to maintain discrete accounting controls for assessment funds. Districts' obligations for bonded debt or contract maintenance would remain in effect until expired or otherwise discharged by the Regional FPD. The Regional FPD would be required to fund any CDF contract to which a Phase I agency has committed. The assets of dissolved districts, including stations, apparatus, and equipment would transfer to the Regional FPD. Assets, to which the 501(c)(3) corporations hold title, would remain the property of the corporations.

Funds from the County Fire Enhancement Program could not be viewed as on-going revenue for program planning purposes unless funds can be secured or under control of the FPD Board. Allocations from the Fire Enhancement Program, whether direct grant or subsidy of CDF contract, would occur at the discretion of the Board of Supervisors.

- ▶ Terms and conditions of reorganization would require strict segregation of special assessment revenues and would recommend that a Fiscal Oversight Board be created to represent constituents' interest in administration of voter-approved funds.
 - ▶ Terms and conditions of the reorganization would prohibit Phase I agencies from encumbering additional debt, approving compensation increases or disposing of district assets from the point of Commission approval unless an emergency situation exists as defined in Government Code § 54956.5
 - ▶ Terms and conditions of the reorganization would require each Phase I agency and to complete an audit of District assets within 90 days of Commission approval.
- Service delivery under Regional FPD: The Regional FPD Board of Directors would be responsible for deciding what level of service the District would provide; although to comply with the SSP, advanced life support (ALS) currently provided by four districts would need to be maintained. Regional services could be provided by any combination of District personnel or contract providers according to Board direction; however, existing contracts with CDF, volunteer 501(c)(3) corporations, or other service providers that are in effect at the time of reorganization, would transfer to the FPD. Contracts between the County and CDF would not be involved in the reorganization and would remain with the County. FPD Directors would have discretion over coordinating volunteer activities with Regional FPD operations and coordinating with activities proposed by the County Fire Enhancement Plan.
 - ▶ Terms and conditions of the reorganization would transfer dissolved districts' employees and employee rights to the Regional FPD.

- ▶ Terms and conditions of the reorganization would require a committee representing former Phase I districts to serve as interim advisors to the initial Board of Directors until permanent advisory boards are installed.
 - ▶ Terms and conditions of reorganization would require that advanced life support (ALS) service levels in the Borrego, Deer Springs, East County, and Julian Cuyamaca FPDs continue.
- Regional FPD boundary: The proposed Phase I Reorganization would envelope seven fire protection districts; six county service areas; the emergency service functions of four municipal water districts; operations of volunteer fire departments; and approximately 950,000 acres of unincorporated territory that is not within any public structural fire protection and emergency medical service agency (see attached Map 2). Because State law does not permit the MWD fire protection functions to be transferred to a Regional FPD under a reorganization, the MWDs would need to be eliminated from Phase I. The Commission has discretion to amend the proposal to eliminate the MWDs.

Consideration should also be given to eliminating the unincorporated territory that overlays Tribal Reservation lands (see Map 3). The boundaries of the Rural FPD, and CSAs 111 and 112 currently include reservation territory; the proposed boundary of Phase I would extend the overlay to other reservations. Most tribal lands are served by Reservation Fire Departments or engage a public fire protection agency to provide contract service. Wildland fire suppression on reservation land is provided by CDF through a contract with the Bureau of Indian Affairs. Tribal Fire Departments enthusiastically participate in mutual aid agreements, however, surrounding or overlaying special districts are not obligated to provide services and reservation lands cannot be taxed for fire protection services.

The Chairman of the Campo Kumeyaay Nation has requested that the Campo Indian Reservation be removed from the Rural FPD and CSAs 111 and 112 (see Exhibit 7). To clarify the service obligation of a Phase I Regional FPD, the proposed boundary could be amended to exclude all Tribal Reservation lands.

CSA 107 (Elfin Forest/Harmony Grove) is geographically isolated from other territory that would be consolidated within Phase I. Two large developments that would create 950 new residential units, add approximately 2,500 residents, and more than triple the District's current population, are planned for CSA 107. The District's remoteness could possibly produce service and coordination issues with a Phase I regional agency and District officials are exploring whether the CSA should become a member of a potential Joint Powers Authority (JPA) with the Rancho Santa Fe FPD and the Cities of Del Mar and Solana Beach. CSA 107 does not participate in the County's Fire Enhancement Program.

- Reorganization actions for formation of Regional FPD: Formation of a Regional FPD would require corollary LAFCO actions to dissolve all Phase I FPDs and

CSAs. MWD and Volunteer Fire Companies would be unaffected by the Phase I Reorganization.

- Election requirements for dissolving Phase I agencies and forming Regional FPD: A mandatory election regarding formation of the Regional FPD would be held among eligible voters within territory that was approved for inclusion within the FPD (Government Code § 57077). The District would be formed if a majority of those who cast votes at the election are in favor of forming a Regional FPD (Government Code § 57176; Health and Safety § 13829). A simultaneous election would be held for FPD Board of Director members.

Provisions in State law would not require an automatic election in association with the dissolution of Phase I agencies. Rather, an election would depend on registered voters or landowners protesting dissolution (see election requirements page 54). If sufficient protest is received the question of dissolution would be submitted to affected voters for approval. Elections for dissolution and formation would be cross-conditioned; failure of one measure would prohibit the other action from being enacted, even if approved by voters. Election costs would be paid by the Regional FPD if formation is approved by the voters; if the measure fails, the County becomes responsible for election costs.

- ▶ Terms and conditions of reorganization would require the dissolution of Phase I agencies to be conditioned upon Phase I voters approving formation of the Regional FPD at a mandatory election.

BENEFITS AND CONCERNS OF FORMING A REGIONAL FIRE PROTECTION DISTRICT

- Benefits: Forming a Regional FPD would satisfy the basic intent of Proposition C the was approved by voters as well as the Board of Supervisors' and LAFCO's resolutions, which all proposed consolidating service providers in the unincorporated area— although four MWDs could not be included at this time. Dissolving Phase I agencies and forming a Regional FPD would consolidate multiple service providers under one regional agency and create a unified fire protection and emergency medical system. The Regional agency would enclose formerly unserved areas and provide the formal governance and standards for service delivery, which is required for ISO ratings. A mandatory election would allow Phase I voters to approve or reject the formation of a Regional FPD.

Elected offices would be reduced. A regional agency could generate savings by eliminating duplicate positions and functions and reallocating resources across the region. Command and control of all regional resources would be coordinated. The County Fire Enhancement Program could be coordinated with FPD operations.

- Concerns: Forming a Regional FPD would not satisfy the intent of the SSP, which is to identify new sustainable funding sources and extend uniform

levels of fire protection and emergency medical services to the entire region under a consolidated agency. The formation of an FPD would not create new revenue sources to implement the SSP vision; the District would not have direct access to any revenue source that is not already available to Phase I jurisdictions. The minimum service level evaluated in the micro report (Model 5a) could not be implemented without enhanced funding. A request to the State Legislature to shift tax revenue from schools to unincorporated area fire protection was part of the County's 2005 legislative program, but it is unknown whether the request will generate funds to support a Regional FPD.

Consolidating Phase I districts under a Regional FPD would produce cost savings by eliminating duplicate positions and consolidating appropriate functions; however, revenue that would be available to a Regional FPD would be nothing more than the aggregate revenue currently available to the agencies in Phase I. Moreover, if volunteers within such a large agency were not zealously supported and volunteer operations became less active, it is possible that regional revenues and services could actually decline.

A reorganization of agencies to form a Regional FPD would not include four Municipal Water Districts. Future actions to dissolve and reform the MWDs without fire protection services or other voluntary actions such as creating a JPA to align all regional resources under central control and command could be explored; however, the immediate aggregate total of sustainable revenue transferred to the Regional FPD would be reduced by excluding these agencies.

The County Fire Enhancement Program could continue to provide subsidies, underwrite CDF contracts, and purchase apparatus and equipment if a Regional FPD was formed. The Fire Enhancement Program is a discretionary county program, however, and FPD directors would have no direct access to program funds. Ideally, the Fire Enhancement Program would be coordinated with the Regional FPD's vision and goals. Replacing multiple agencies with a Regional FPD would establish one point of contact for Program administrators and Program benefits could be applied strategically to needs within the region instead of the current piecemeal distribution across multiple jurisdictions. Current Fire Enhancement Program resources in combination with Phase I resources are insufficient to fully fund even the most cost-conservative micro report service model; additional Fire Enhancement Program funding would most likely be required before additional CDF contracts could be proposed.

A Regional FPD Board of Directors would have authority to determine how FPD services should be provided; however, the discretion to implement service plans would be hampered because so much Phase I revenue has been previously committed to funding CDF contracts. The FPD would also be required to fund contracts between former CSAs and the volunteer contractors who provide CSA services. Essentially, only a small portion of sustainable FPD revenue would be available to fund alternative service plans.

The SSP emphasized that any loss of local control resulting from reorganization would be mitigated and constituents have questioned whether democratic representation under such a large regional agency would be affected. Replacing 35 special district directors and the five-member Board of Supervisors with an 11-member FPD Board of Directors would dilute current representation. Moreover, because State law requires voters to select the initial directors at large and population densities within Phase I are clustered around a few communities, it is possible that Directors would be disproportionately elected from just a few areas within the region.

Elected or appointed advisory boards could provide oversight and facilitate community involvement in FPD administration; however, citizen access becomes increasingly remote as levels of administration are added; layers of CDF administration, County Fire Enhancement Program administration, and Regional FPD administration would need to be penetrated before citizens could knowingly advise on district operations.

2. COUNTY OF SAN DIEGO AS SUCCESSOR TO PHASE I AGENCIES

- Representation as county operation: The five-member County Board of Supervisors is the legislative authority for all county functions. Phase I overlays the 2nd and 5th Supervisorial Districts and minimal portions of the 1st district. Phase I voters would have an opportunity to elect future candidates to the 1st, 2nd, and 5th Districts; however, each of the five Supervisors would have an equal voice in deciding Phase I program or funding issues.
- Volunteers within county operation: Issues surrounding volunteer fire companies under a county program are somewhat similar to issues involved in forming a Regional FPD; volunteer organizations are not public agencies and could not be dissolved if the County were named successor agency. Assets of 501(c)(3) corporations would remain under corporation control. At least initially, contracts that assign service responsibility to the volunteer companies within CSAs would continue. The Board of Supervisors would make future decisions about retaining volunteers as contract service providers within a county program.

Volunteer companies receive franchise authority to operate through a county process, so determination of volunteer operations would seem to be within county discretion; however, the significant benefit that volunteers provide to the region is acknowledged in the County conceptual plan. The estimated value that volunteer operations would bring to a county/CDF contract system under the models reviewed in the micro report is between \$14 and \$20 million dollars. The conceptual plan for expanding the County Fire Enhancement Program indicates that volunteers would fill an important function within proposed CDF contract services; *“...volunteer and reserve firefighters will report to the paid CDF officer in a written chain-of-command and will provide immediate response on staffed engines when required. They will also*

provide secondary support apparatus and station coverage in the rural communities when requested.” The conceptual plan indicates that training and supervision of volunteers will be delegated to CDF.

- ▶ Terms and conditions of the reorganization would recommend that the County establish a dedicated high-level position of Volunteer Coordinator to recruit, develop, and ardently support volunteer operations.
- Municipal Water Districts within county operation: Identical to conditions for forming a Regional FPD, State law does not authorize the removal of specific services from multipurpose districts if Phase I responsibility transferred to the County. The MWDs could voluntarily transfer fire protection activities to the County; there is even precedent for the MWDs to voluntarily transfer property tax revenue that is related to fire protection to the County. Voter-approved special assessments—which contribute more than half of the funding for MWD fire service programs—*cannot* be voluntarily transferred. Because of these conditions, the MWDs fire protection function would not transfer to the County. Future actions to align MWD fire protection resources under a County program could be explored. The county would have discretion to continue subsidies to the Yuima MWD through the County Fire Enhancement Program.
 - ▶ Terms and conditions of the reorganization would recommend exploration of options in State law to dissolve the MWDs and reorganize the Districts without fire protection service authority.
- Fiscal issues under county operation: Property tax and voter-approved assessment revenue currently received by Phase I FPDs and CSAs would transfer to the County as successor agency. Assessment revenue could only be expended in zones where assessment revenues are generated and discrete accounting controls for each assessment fund would be required. Property tax revenue is generally deposited in the General Fund.

Obligations to discharge bonded debt or satisfy contract terms would transfer to the County and remain in effect until expired or otherwise discharged. The County would be required to fund any CDF contract to which a Phase I agency has committed. The assets of dissolved districts, including stations, apparatus, and equipment would transfer to the County and be administered under Board Policy G-16. Assets, to which 501(c)(3) corporations hold title, would remain with the corporations.

As a general-purpose government, the County of San Diego has authority to engage in a range of activities and to allocate General Fund monies to discretionary programs—including the County Fire Enhancement Program. A precedent for reprioritizing existing county revenues to support the Fire Enhancement Program was established with the allocation of \$8.5 million of discretionary revenue. The Conceptual Reorganization for expanding the County Fire Enhancement Program would continue this extraordinary

commitment. The potential to access County discretionary funds would be the largest single fiscal benefit of naming the County as successor agency.

- ▶ Terms and conditions of reorganization would require strict segregation of special assessment revenues and would recommend that a Fiscal Oversight Board be created to represent constituents' interest in administration of voter-approved funds.
 - ▶ Terms and conditions of the reorganization would prohibit Phase I agencies from encumbering additional debt, approving compensation increases, or disposing of district assets from the point of Commission approval unless an emergency situation exists as defined in Government Code § 54956.5.
 - ▶ Terms and conditions of the reorganization would require Phase I agencies and the County to complete an audit of Phase I assets within 90 days of Commission approval.
 - ▶ Terms and condition of reorganization would recommend that the County continue its efforts to identify additional sources of sustainable revenue to support service needs.
- Service delivery under County operation: The Board of Supervisors would be responsible for deciding what level of service would be provided. Regional services could be provided by any combination of county personnel or contract providers according to Board direction; however, the County conceptual plan would implement comprehensive Phase I service through CDF contracts.

ALS levels in four communities would be required to continue in accordance with the SSP. Control and command would be consolidated under county administration of CDF contracts. Obligations for existing contracts with CDF, volunteer 501(c)(3) corporations, or other service providers would transfer to the County. Future decisions for extending contracts or implementing additional CDF contracts would be made by the County.

- ▶ Terms and conditions of the reorganization would defer finalization of the reorganization until the County is prepared to implement CDF contracts for service throughout Phase I, or within one year from Commission approval, whichever is earliest.
 - ▶ Terms and conditions of the reorganization would transfer district employees and employee rights to the County.
 - ▶ Terms and conditions of reorganization would require that advanced life support (ALS) service level in the Borrego, Deer Springs, East County, and Julian Cuyamaca FPDs continue.
- Reorganization actions for County as successor: Naming the County of San Diego as successor to Phase I agencies would require corollary LAFCO actions to dissolve all Phase I FPDs and CSAs. MWD and Volunteer Fire Companies

would be unaffected by the Phase I Reorganization. LAFCO would not have authority over creation of a County Office of the Fire Warden.

- Boundary for County operation: The proposed reorganization would dissolve the governance layer represented by FPDs and CSAs; however, the underlying territory is already within County jurisdiction. Because State law does not permit the MWD fire protection functions to be transferred to the County as successor to Phase I responsibilities, the MWDs would need to be eliminated from Phase I actions. The Commission has discretion to amend the proposal to eliminate the MWDs from dissolution proceedings.

The boundaries of the Rural FPD, and CSAs 111 and 112 currently include Tribal Reservation lands. If the Rural FPD and CSAs 111 and 112 would be dissolved without establishing a regional district as successor, there would be no conflict with Tribal boundaries.

The County's Conceptual Reorganization Plan suggests that reorganization of jurisdictions currently participating in the Fire Enhancement Program—Deer Springs, Valley Center, San Diego Rural, Pine Valley and the Julian-Cuyamaca FPDs should be delayed for one year while CSAs are absorbed by the County; or possibly deferred to Phase II; or perhaps eliminated altogether from the proposed reorganization.¹²

The potential for CSA 107 (Elfin Forest/Harmony Grove) to enter into a JPA with neighboring cities and the Rancho Santa Fe FPD (see page 48) should be examined.

- Election requirements for reorganization: A reorganization to dissolve Phase I agencies and name the County of San Diego as successor would not prompt an automatic election. Nevertheless, either registered voters or landowners within the Phase I agencies that would be dissolved may file a protest petition with LAFCO requesting that the proposal be submitted to confirmation of the voters.

State law requires LAFCO to hold a noticed public protest hearing to receive protest petitions. Mailed petitions would be accepted if received by the end of the business day on the day of the public hearing. If protests are sufficient to cause the reorganization to be confirmed by voters, an election would be held that would include *all districts*. Election costs would be paid by the County whether the measures is approved or fails.

- Protesting petitions must be filed in the following manner:
 - (A) At least 10 percent of landowners within *any* Phase I district that is proposed to be dissolved who own at least 10 percent of the assessed value of land within the affected district. However, if the number of landowners is less than 300, the petition must be signed by at least 25 percent of the

¹² Attachment I: *Conceptual Reorganization of San Diego County Fire Services*, January 22, 2007, pg 13, 18.

landowners who own at least 25 percent of the assessed value of land within the affected district (Government Code § 57113(a)(1)(A); or

(B) At least 10 percent of the voters entitled to vote as a result of residing within, or owning land within any Phase I district that is proposed to be dissolved. However, if the number of voters entitled to vote within an affected district is less than 300, the protest petition shall be signed by at least 25 percent of the voters entitled to vote (Government Code § 57113(a)(1)(B)).

BENEFITS AND CONCERNS OF COUNTY AS SUCCESSOR TO PHASE I AGENCIES

- **Benefits:** The County of San Diego, as a general-purpose government, is already empowered to provide fire protection services—no amendment to County authority would be required. Moreover, the County’s precedent-setting funding of the Fire Enhancement Program illustrates a commitment to ensure that public safety services are available. With the County as successor to Phase I agencies, the Fire Enhancement Program could be immediately expanded to provide comprehensive regional service. Naming the County as successor would not create new sources of revenue; however, the potential to expand the Fire Enhancement Program with discretionary county revenues is an extraordinary opportunity not elsewhere presented.

Contracting with CDF to provide all services—as proposed by the County conceptual plan—could inaugurate a comprehensive system delivered by an experienced State service provider; contracting with CDF for regional service is practiced in numerous other counties. Command and control could be unified under county supervision. A regional delivery model could generate savings by eliminating duplicate positions and functions. Although four MWDs could not be included at this time, the County would be able to activate an expanded Fire Enhancement Program and satisfy the Proposition C requisite that services in the unincorporated area be consolidated with existing—not new—revenue. The 5-member Board of Supervisors would replace 55 elected officials.

- **Concerns:** The County Conceptual Plan proposes to implement comprehensive regional service by contracting with CDF; all local operations and expertise would be replaced with State resources. Contracting with CDF has traditionally provided a cost effective way to ensure an emergency service presence in areas where revenues are not sufficient to develop local operations.

In recent years, the cost to contract with CDF has significantly escalated. The most current agreement between the State of California and the CDF Firefighters Bargaining Unit—in addition to a general salary increase of five percent for all classifications—implemented phased changes to the way planned overtime compensation is calculated and has added considerable cost

to CDF's compensation obligation. Amador Plan and Schedule A contracts pass increased personnel costs on to contracting agencies.

Contracts with CDF contain an annual cost uncertainty. The State annually invoices local agencies for any difference in negotiated contract payment and the actual cost for providing services. All emergency service providers incur unplanned overtime expense—the definition of *emergency* almost implies unplanned cost overruns—however, an emergency system entirely under State contract would leave local authorities vulnerable to State decisions that result in open-ended cost obligations.

Inquiry should be made into the cost and possible benefits of alternatives to a total CDF operation. Micro report models estimate that costs to provide regional service with local resources are slightly lower than estimates to provide regional service under CDF contract (see Table 6 on page 29). Moreover, because CDF in San Diego County does not provide dispatching at the EMD level, estimates for one-time capital costs and increased annual personnel costs should be defined and added to the annual cost of contracting with CDF.

The County should be encouraged to articulate a vision for structural fire protection and emergency medical services in cooperation with unincorporated area residents and local fire protection officials. Coordination with local fire protection officials is essential to gain cooperation for automatic and mutual aid agreements. The Conceptual Plan proposes that CDF Schedule A contracts would replace local providers and Amador Plans would maintain CDF presence in the non-fire season. It is not clear how a system that maintains separate contracts for services within multiple discrete areas could be expanded and integrated to create a regional service system. In Riverside County—the only example reviewed in the micro report where CDF is the service provider—the CDF Unit Chief is assigned to an executive position embedded in County government. The designated CDF/County Fire Chief, who reports directly to the County CEO, provides a leadership role and coordinates County policy with CDF operations.

A vision statement could also define what county goals could be pursued through CDF contracts. The SSP and previous LAFCO reports have emphasized the relative importance of emergency medical services within the mix of emergency services that should be expanded in Phase I. The Conceptual Plan seems to place emergency medical service as a secondary goal that would be indirectly addressed while pursuing lowered ISO ratings.

Consideration should be given to the long term consequences of transferring all local service responsibilities to a State agency. The Conceptual Plan implies that contracting with CDF may be a short-term solution; that alternatives may be considered in the future. A vision statement for Phase I should evaluate the cost of reactivating local resources that have been

disbanded and whether property tax transferred to the County could be redirected to an alternative service provider.

The suggested one-year deferral for dissolving some Phase I agencies could have adverse consequences. Terms and conditions of the reorganization would freeze assets and prohibit new encumbrances until the successor agency assumed responsibility. Generally, the interim period is 60 to 90 days. Requesting jurisdictions to function for a year with such fiscal restrictions would seem unreasonable and could possibly have negative effects on fire protection services in the short term.

A vision for a county managed regional fire protection and emergency medical system should consider how county oversight could be most efficiently provided. The Fire Enhancement Program has been administered through the County Department of Planning and Land Use (DPLU) and the Conceptual Plan develops a nexus between structural fire protection and emergency medical services and the land use and permitting responsibilities of DPLU. Nevertheless, alternatives for positioning fire protection under sectors of county government where operational responsibilities and expertise in providing public services already exist—for example, the Public Safety Group—should be explored.

Representation under the County's five-member board of supervisors is diluted further than under an 11-member FPD Board of Directors. Elected or appointed Community Advisory Boards would be essential to ensure citizen involvement. A further consideration, that could provide broad professional oversight over the Phase I operation, would be to transfer the Task Force on Fire Protection and Emergency Medical Services from LAFCO to the County.

3. COUNTY SERVICE AREA 135 AS SUCCESSOR TO PHASE I AGENCIES

A county service area (CSA) is a county-*dependent* special district formed under Government Code § 25210.1-25211.33. CSAs are generally established to provide an alternative method to extend public services within unincorporated areas that have experienced extensive growth and development. There are currently 16 CSAs in San Diego County providing a variety of public services; six CSAs within Phase I provide structural fire protection and emergency medical services to CSA residents.

CSA 135 was formed in 1994 to support an 800 MHz communications system that enhances communication among public safety personnel across San Diego and Imperial Counties. The CSA 135 boundary includes all unincorporated territory in San Diego County—including Phase I—and 10 of the region's 18 cities (see Map 4). Cities, which are excluded from the CSA, either contract for service with the CSA or maintain proprietary communication systems. A Memorandum of Understanding (MOU) between the Board of Supervisors and the CSA's 27 member agencies delegates fiscal control and operational

administration of the regional communications system to a CSA Advisory Board. The communication system is staffed by the County Sheriff's Department.

LAFCO could authorize CSA 135 to provide structural fire protection and emergency medical services as a *latent power*. Latent power services within CSA 135 would be restricted to a zone that replicates the boundary of Phase I. Incorporated territory and Phase II districts within CSA 135 would not receive fire protection services, although the latent power zone could be expanded to include Phase II in the future. Funding for fire protection would be strictly segregated from other CSA functions.

A CSA is a county-dependent agency that would be staffed by county personnel. Issues of representation, volunteer involvement, MWDs, fiscal concerns, service delivery, reorganization, boundary and elections would be identical to issues presented if the County would become successor to Phase I responsibility—with the notable exceptions identified below:

- Representation: State law establishes the five-member San Diego County Board of Supervisors as the governing body for all CSAs. Board authority would extend to the latent powers zone within CSA 135. A latent power zone would overlay the 2nd and 5th and a minimal section of the 1st Supervisorial districts.

The current CSA Advisory Board has jurisdiction over a regional communication system. Board members represent cities and Imperial County in addition to the County of San Diego. A latent power zone would require a separate fire protection-specific Advisory Board; multiple community advisory groups might be created to facilitate citizen oversight.

- ▶ Terms and Conditions of reorganization would install a separate Advisory Board for a latent power zone.
- Fiscal issues under CSA 135: Although CSA 135 is a county-*dependent* agency, its special district status requires CSA funds to be maintained in discrete accounts. Property tax and voter-approved assessment revenue currently received by Phase I agencies would continue to be collected by CSA 135 for the exclusive use of funding fire protection and emergency medical services within the latent power zone. CSA property tax would not be available for other county purposes and ardent oversight of fund management would be required by terms and conditions of the reorganization. Allocations from the Fire Enhancement Program could directly fund programs administered by county staff.
 - ▶ Terms and Conditions of the reorganization would require strict segregation of all CSA revenue and recommend that a Fiscal Oversight Board be created to represent constituents' interest in administration of voter-approved funds.
- Reorganization actions: Before Phase I responsibilities could be transferred to CSA 135, LAFCO must authorize the CSA to provide structural fire protection as a *latent power* and the Board of Supervisors must adopt a

resolution of intention to provide the latent power service (Government Code § 25210.31). Provision of latent powers would be restricted to a CSA zone that replicates the boundary of Phase I (see attached Map 4).

Placing Phase I responsibility within the latent power zone of CSA 135 would require actions to dissolve all Phase I FPDs and CSAs. The dissolved agencies' service responsibilities, liabilities and assets—including stations, apparatus, and equipment—would be transferred to the County to be maintained in the latent power zone of CSA 135. MWD and Volunteer Fire Companies would be unaffected by the transferring Phase I responsibility to a latent power zone of CSA 135.

Boundary for CSA 135 latent power zone: Consideration should also be given to eliminating the unincorporated territory within the latent power zone of CSA 135, which overlays Tribal Reservation lands (see Map 4). The boundaries of the Rural FPD, and CSAs 111 and 112 currently include reservation territory; the proposed boundary of Phase I would extend the overlay to other reservations. Most tribal lands are served by Reservation Fire Departments or engage a public fire protection agency to provide contract service. Wildland fire suppression on reservation land is provided by CDF through a contract with the Bureau of Indian Affairs. Tribal Fire Departments enthusiastically participate in mutual aid agreements, however, surrounding or overlaying special districts are not obligated to provide services and reservation lands cannot be taxed for fire protection services.

The Chairman of the Campo Kumeyaay Nation has requested that the Campo Indian Reservation be removed from the Rural FPD and CSAs 111 and 112 (see Exhibit 7). To clarify the service obligation of CSA 135, the proposed boundary could be amended to exclude all Tribal Reservation lands.

The potential for CSA 107 (Elfin Forest/Harmony Grove) to enter into a JPA with neighboring cities and the Rancho Santa Fe FPD (see page 48) should be examined.

- Election requirements for reorganization: A reorganization to dissolve Phase I agencies and transfer Phase I responsibility to an activated latent power zone of CSA 135 would not prompt an automatic election. Nevertheless, either registered voters or landowners within the Phase I agencies that are proposed to be dissolved may file a protest petition with LAFCO requesting that dissolutions be submitted to confirmation of the voters. Procedures for filing petitions would be identical to filing for naming the County as successor agency (see page 54).
 - ▶ Terms and conditions of the reorganization would require LAFCO approval of latent powers for structural fire protection and emergency medical services within a zone of CSA 135 to be conditioned upon voter approval of Phase I dissolutions if required.

BENEFITS AND CONCERNS OF CONSOLIDATING PHASE I UNDER A ZONE OF CSA 135

- **Benefits:** All benefits that would result from assigning responsibility to the County as successor agency would occur under CSA 135 administration—with one significant advantage: property tax revenues within Phase I that would transfer to the county to fund fire protection services would be retained in discrete CSA accounts. If, in the future, an alternative to a county-administered fire protection system is proposed, the amount of property tax attributable to Phase I could be identified.
- **Concerns:** All concerns of naming the County as successor agency apply to CSA 135.

4. RETENTION OF THE STATUS QUO SYSTEM IN PHASE I

Retaining the status quo system would require the Commission to deny the proposed reorganization of Phase I or suspend processing the reorganization. Seven FPDs, and six CSAs would continue as service providers. Four MWDs and the volunteer fire companies within Phase I would retain their operational status regardless of the Commission's reorganization decision. Fire protection services in the region would continue to be governed by 55 elected district officials and the 5-member Board of Supervisors.

If the reorganization is denied, then registered voters and landowners—as well as local agency officials—could initiate subsequent reorganizations with the identical configuration of Phase I or propose alternative reorganization plans – after a one year waiting period.

The County *Conceptual Reorganization of San Diego County Fire Services* proposes to extend CDF presence throughout Phase I and suggests that dissolution of Phase I agencies may not be necessary. The Conceptual Plan itself would introduce a de facto consolidation of service under CDF contracts.

BENEFITS AND CONCERNS OF RETAINING THE STATUS QUO SYSTEM IN PHASE I

- **Benefits:** The County Fire Enhancement Program could be implemented regardless of reorganization.

Concerns: Retaining the status quo system would continue the dysfunctional system of multiple underfunded special districts and volunteer operations that has been criticized by the public; the San Diego Regional Fire Prevention and Emergency Preparedness Task Force; the Governor's Blue Ribbon Fire Commission; and successive LAFCO studies. Subsequent reorganizations could be proposed; however, all reorganizations would need to be re-initiated with LAFCO and advance through the entire Cortese-Knox-Hertzberg process at great cost of time and money. The current momentum for reorganization would be lost.

Expanding the County Fire Enhancement Program to replace local resources with State personnel would add further complexity to the region. Locally elected officials would have few resources and little real ability to exercise discretion over fire protection issues. The region would be blanketed with jurisdictions that have limited functions, which nevertheless, would need to elect and compensate officials with negligible responsibilities.

It is likely that fire protection and emergency services would remain random in some parts of the region, even if the County Fire Enhancement Program is expanded. The Fire Enhancement Program is generally tied to partnerships with jurisdictions; service outside jurisdictions would still depend on the willingness of funded providers to subsidize unfunded areas.

OTHER ISSUES

- **Exclusive Operating Areas:** The County Health and Human Services Agency (HHSA), through the Office of Emergency Services (EMS), administers a State-mandated program to ensure availability of ambulance transport service. A medical director, who is a licensed physician and surgeon, oversees EMS responsibilities, including the ambulance transport program, as required by State law (Health and Safety § 1797.201). EMS is responsible for establishing exclusive operating areas (EOA) where public and private ambulance transport providers have exclusive rights to operate. EOA boundaries are typically drawn around local jurisdictions; the jurisdiction is empowered to engage in a competitive bidding process to contract with a transport provider to provide service within the EOA. The boundaries of many EOAs are coterminous with Phase I agencies. During the macro report, there was concern that reorganizing Phase I agencies would invalidate existing EOAs and prompt multiple re-biddings of service provider contracts.

LAFCO staff has concluded that EOA boundaries would be unaffected by the Phase I reorganization. The proposed reorganization would replace multiple agencies with one regional authority; the integrity of EOA boundaries would remain intact and be recognized by the successive authority. EMS concurs with this position.

To further enforce the validity of EOA contracts within a successor agency, terms and conditions of a Phase I reorganization would specifically transfer ambulance transport contracts to the successor agency as provided in State law (Government Code § 56886). EMS would continue to administer EOAs.

- **Environmental review:** Fire protection and emergency medical services within Phase I are supported by a complex system of automatic and mutual aid agreements that extend services outside jurisdictional boundaries and ensure that some level of service—although uneven—is available throughout the region. The Phase I reorganization proposes to consolidate the service functions of multiple public and volunteer fire protection operations, produce

service efficiencies, and provide uniform levels of service to the entire area. The proposed reorganization would not alter the area where fire protection services are currently provided and is exempt from environmental review.

- **Spheres of influence:** State law requires LAFCOs to develop a *sphere of influence* (SOI) for cities and special districts. Spheres represent a plan for the probable future physical boundary and service area of a local agency. Typically, spheres have been periodically reevaluated and updated, if necessary, to reflect growth patterns and changing service needs. State law was modified in 2005 and now requires LAFCO to revisit every sphere by January 1, 2008 and every five years thereafter. In response, the Commission has followed an aggressive schedule to evaluate and affirm or update all spheres in San Diego County.

Two sphere-related tasks must be completed in conjunction with the proposed reorganization of unincorporated area fire protection services. The first, a mandatory Municipal Service Review (MSR) must be prepared before possible Phase I sphere actions could be considered. The Commission approved a *Municipal Service Review on Fire Protection and Emergency Medical Services in Unincorporated San Diego* in February 2005 in anticipation of the Phase I reorganization. The MSR contained a chronology of sphere development for all unincorporated area fire protection agencies (see Exhibit 4 *Organization of Fire Protection Agencies and Spheres of Influence*).

The second activity involves evaluating current SOIs and updating or reaffirming each sphere as required. San Diego LAFCO has implemented a procedure that allows the Commission to annually review sphere activity. Spheres were reviewed by the Commission on September 11, 2006 and it was determined that no sphere activity related to fire protection agencies occurred in 2006. Because of the lack of sphere amendments or other sphere activity, it would be appropriate for the Commission to reaffirm existing spheres and direct the Executive Officer to prepare determinations for each agency.

An exception is the Borrego Springs Fire Protection District, which needs a sphere assignment. The Borrego Springs FPD was formed in 1961—prior to LAFCO’s origin—to provide fire protection and emergency medical services within approximately 305 square miles in the most northeast section of San Diego County. The District has an estimated year-round population of 3000 that increases to approximately 10,000 in winter months. The Borrego Springs FPD has one fire station that is staffed by full-time and reserve firefighters. Borrego Springs is substantially surrounded by Riverside County, Imperial County, Tribal Reservation lands, and State Park lands. Annexation activity is virtually nonexistent and it would be appropriate to establish a coterminous sphere of influence for the Borrego Springs FPD.

Terms and Conditions of the proposed Phase I reorganization will require the Executive Officer to prepare determinations to approve *transitional* spheres of influence for any agency that the Commission determines will be dissolved.

This sphere designation denotes that public service responsibility and functions of a local agency should be abandoned or re-allocated to another unit of local government.

Supporting Activities

Section Five

A number of legal requirements involving both ministerial and discretionary aspects of reorganization would need to be completed before a Commission decision concerning Phase I could be finalized. Such activities would include:

1. A request to the County of San Diego to submit a metes-and-bounds legal description of the final Phase I boundary to satisfy requirements of the State Board of Equalization;
2. A request to the County of San Diego to submit State Board of Equalization filing fees;
3. Preparation of a modified resolution of application to reflect the final reorganization boundary if specific jurisdictions or Tribal Reservation Lands are eliminated from Phase I;
4. Calculation and transfer of property tax revenues from jurisdictions within the approved Phase I to the successor agency;
5. Calculation of a provisional Gann Limit for the new agency; and
6. Preparation of transitional spheres of influence for Phase I jurisdictions.

In addition to the above activities, LAFCO staff would develop terms and conditions of reorganization that would include:

1. Naming the effective date of reorganization;
2. Requiring the successor agency and Phase I jurisdictions to complete an audit of district assets within 60 days of the date of adoption of the Commissions' Resolution approving a Phase I Reorganization;
3. Transferring all assets of dissolved districts to the successor agency;
4. Prohibiting Phase I agencies from: approving any increase in compensation or benefits to district officials or personnel; or appropriating, encumbering, expending or otherwise obligating any district revenue beyond that provided in current budgets at the time dissolution is approved;
5. Transferring employees and employment rights from dissolved districts to the successor agency; and
6. Establishing appropriate advisory and fiscal oversight boards.

EXHIBITS 1-9

EXHIBIT ONE: CONCEPTUAL OVERHEAD COST FOR PHASE I

EXHIBIT Two a: SERVICE MODELS 5 AND 5A

EXHIBIT Two b: SERVICE MODELS 6 AND 6A

EXHIBIT Two c: SERVICE MODELS 7 AND 7A

EXHIBIT THREE: ORGANIZATIONAL CHART PHASE I CONCEPTUAL MODEL 5A

EXHIBIT FOUR: ORGANIZATION OF FIRE PROTECTION AGENCIES AND SPHERE OF INFLUENCE

EXHIBIT FIVE: PHASE I FIRE STATION CAPITAL COST ESTIMATES

EXHIBIT Six: PHASE I – FY05-06 REVENUES

EXHIBIT SEVEN: CAMPO KUMEYAAY NATION CORRESPONDENCE

EXHIBIT EIGHT: SALARY AND BENEFIT SURVEY

EXHIBIT NINE: SALARY AND BENEFIT COST COMPARISON

Conceptual Overhead Cost for Phase I

Category	Projected Expenditure
Directors Fees ¹	\$ 25,278
Salary and Benefits – Support Services ²	6,895,643
Volunteer / Reserve ³	250,000
Dispatch Fees ⁴	436,250
Materials and Supplies ⁵	924,000
Rents / Leases ⁶	120,000
Facilities ⁷	420,000
Insurance ⁸	1,200,000
Capital Expense - Equipment ⁹	1,500,000
Capital Expense - Facilities ¹⁰	2,700,000
Total	\$ 14,471,171

¹ Estimated cost calculations based on the average of current director fees throughout the San Diego Region multiplied by 11 new directors.

² Estimated cost based on median salary plus the average benefit for typical non-safety support positions in the San Diego Region. Data used was collected from CalPAC Salary Survey (*April 4, 2006*) and San Diego County Fire Chiefs, Administrative Section, Survey (*July 18, 2006*).

³ Estimated cost based on Orange County Fire Authority and Riverside County similar budget amount for Volunteer/Reserve programs.

⁴ Estimated cost based on current Heartland Communication Facility Authority contract with County Emergency Medical Services (\$49.98 per incident) for Fire and Emergency Medical Dispatching services and the projection of 8,725 calls per year based historical call data for the Phase I organizations.

⁵ Estimated cost based on ratio of budgeted (06/07) service and supply cost for Orange County Fire Authority.

⁶ Estimated cost based upon anticipated lease payment of \$10,000 for 12 months for interim Fire Headquarters and administrative services facility.

⁷ Estimated cost based on ratio of budgeted (06/07) facilities maintenance cost for Orange County Fire Authority.

⁸ Estimated cost based on ratio of budgeted (06/07) insurance cost for Orange County Fire Authority.

⁹ Estimated cost based upon establishing a replacement fund for fire response apparatus, support vehicles and mounted equipment based on varying equipment life cycles.

¹⁰ Estimated cost for fire station replacement based on establishing a replacement fund with a 40-year life cycle.

Service Models 5 and 5a

Agency	Location	Model 5 3 on-duty, BLS Career	Model 5a 3 on-duty, BLS Career/Volunteer	Model 5-CDF 3 on-duty, BLS Career	Model 5a-CDF 3 on-duty, BLS Career/Volunteer
Borrego Local Resource (56 Hr. Workweek)	Sta. 61 2324 Stirrup Rd. Borrego Springs CA 92004	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's (ALS Transport) (6) Firefighter/PM's	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's (ALS Transport) (6) Firefighter/PM's	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's (ALS Transport) (5) Firefighter/PM's	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's (ALS Transport) (5) Firefighter/PM's
Deer Springs CDF Resource (72 Hr. Workweek)	Sta. 1 8709 Circle R Dr. Escondido CA 92026 (CDF) Schedule "A"	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's
	Sta. 2 1321 Deer Spring Rd. Escondido CA 92026 (CDF) Schedule "A"	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's
	Sta. (Miller) 9127 Lilac Rd. Escondido CA 92028 (CDF) "Amador"	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's Requires new apparatus, station and equipment	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's Requires new apparatus, station and equipment	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's Requires change (CDF) Schedule "A" New apparatus, station and equipment	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's Requires change (CDF) Schedule "A", New apparatus, station and equipment
East County Local Resource (56 Hr. Workweek)	Sta. 18 (Crest) 1811 Suncrest Blvd. El Cajon CA 92021 (10-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM (10) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's (10) Firefighter (V)
	Sta. 19 (Bostonia) 1273 Claredon St. El Cajon CA 92019 (10-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM (10) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's (10) Firefighter (V)

Service Models 5 and 5a

Agency	Location	Model 5 3 on-duty, BLS Career	Model 5a 3 on-duty, BLS Career/Volunteer	Model 5-CDF 3 on-duty, BLS Career	Model 5a-CDF 3 on-duty, BLS Career/Volunteer
Julian-Cuyamaca	Sta. 71 2645 Farmers Rd. Julian CA 92036	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's (ALS Transport) (6) Firefighter/PM's	(3) Firefighter/EMT's (3) Fire Captain (V) (2) Fire Engineer (V) (14) Firefighter (V) (ALS Transport) (6) Firefighter/PM's	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's (ALS Transport) (5) Firefighter/PM's	(3) Firefighter/EMT's (3) Fire Captain (V) (2) Fire Engineer (V) (14) Firefighter (V) (ALS Transport) (5) Firefighter/PM's
	Sta. 74 3460 Engineers Rd. Julian CA 92036	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's	(3) Firefighter/EMT's (2) Fire Captain (V) (2) Fire Engineer (V) (13) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's	(3) Firefighter/EMT's (2) Fire Captain (V) (2) Fire Engineer (V) (13) Firefighter (V)
Pine Valley	Sta. 84 28850 Old Hwy 80 Pine Valley CA 91962	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's	(3) Firefighter/EMT's (1) Fire Captain (V) (1) Fire Engineer (V) (14) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's	(3) Firefighter/EMT's (1) Fire Captain (V) (1) Fire Engineer (V) (14) Firefighter (V)
San Diego Rural CDF Resource (72 Hr. Workweek)	Sta. 62 (Lawson Valley) 3890 Montiel Trk. Trl. Jamul CA 91935 (2-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's	(3) Firefighter/EMT's (2) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's	(3) Firefighter/EMT's (2) Firefighter (V)
	Sta. 64 (Lee Valley) 15781 ½ Lyons Valley Road Jamul CA 91935 (0-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's
	Sta. 65 (Donovan C. F.) 480 Alta Rd. San Diego, CA 92154 (10-Inmate Firefighters)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's	(1) Correct. Officer (10) Inmate Firefighter (3) Firefighter/EMT's	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's	(1) Correct. Officer (10) Inmate Firefighter (3) Firefighter/EMT's
	Sta. 66 (Jamul) 14145 Hwy 94 Jamul, CA 91935 (25 Reserve Firefighters)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's (25) Firefighter (Res.)	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's (25) Firefighter (Res.)

Service Models 5 and 5a

Agency	Location	Model 5 3 on-duty, BLS Career	Model 5a 3 on-duty, BLS Career/Volunteer	Model 5-CDF 3 on-duty, BLS Career	Model 5a-CDF 3 on-duty, BLS Career/Volunteer
	(CDF) Schedule "A"				
	Sta. 75 (Dehesa) 5425 Dehesa Rd. El Cajon CA 92019 (7-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's	(3) Firefighter/EMT's (6) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's	(3) Firefighter/EMT's (6) Firefighter (V)
	Sta.76 (Harbison Canyon) (Station destroyed-Cedar) El Cajon CA 92019 (7-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's Requires new station, apparatus and equipment	(3) Firefighter/EMT's (7) Firefighter (V) Requires new station, apparatus and equipment	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's Requires new station, apparatus and equipment	(3) Firefighter/EMT's (7) Firefighter (V) Requires new station, apparatus and equipment
	Sta. 77 (Deerhorn) 2383 Honey Springs Rd. Jamul CA 91935 (7-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's	(3) Firefighter/EMT's (7) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's	(3) Firefighter/EMT's (7) Firefighter (V)
	Sta. 78 (Dulzura) 1135 Community Bldg. Rd. Dulzura CA 91917 (0-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's
	Sta. 79 (Tecate) 444 Tecate Rd. Tecate CA 91980 (1-Volunteer)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's (1)Firefighter (V)	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's (1)Firefighter (V)
	Sta. 80 (Petrero) 24550 Hwy 94 Petrero CA 91963 (8-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's	(3) Firefighter/EMT's (8) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's	(3) Firefighter/EMT's (8) Firefighter (V)
	Sta.82 (Lake Morena) 29690 Oak Dr. Campo CA 91962 (9-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's	(3) Firefighter/EMT's (9) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's	(3) Firefighter/EMT's (9) Firefighter (V)

Service Models 5 and 5a

Agency	Location	Model 5 3 on-duty, BLS Career	Model 5a 3 on-duty, BLS Career/Volunteer	Model 5-CDF 3 on-duty, BLS Career	Model 5a-CDF 3 on-duty, BLS Career/Volunteer
	Sta. 85 (Descanso) 9718 River Dr. Descanso CA 91916 (6-Volunteers) (CDF) Schedule "A"	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's (6) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's (6) Firefighter (V)
	Sta. 88 (Jacumba) 1255 Jacumba St. Jacumba CA 91934 (2-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's (2) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's (2) Firefighter (V)
Valley Center CDF Resource (72 Hr. Workweek)	Sta. 72 28234 Lilac Rd. Valley Center CA 92082 (10-Reserve Firefighters) (CDF) Schedule "A"	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's	(3) Fire Captains (3) Fire Engineers (10) Reserve FF's	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's	(3) Fire Captains (2) Fire Engineers (10) Reserve FF's
	Sta. 73 28205 No. Lk. Wohlford Rd. Valley Center CA 92082 (10-Reserve Firefighters) (CDF) Schedule "A"	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's	(3) Fire Captains (3) Fire Engineers (10) Reserve FF's	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's	(3) Fire Captains (2) Fire Engineers (10) Reserve FF's
	Sta. (Valley Center) 28741 Cole Grade. Rd Valley Center CA 92082 (10-Reserve Firefighters) (CDF) "Amador"	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's Requires new station, apparatus and equipment	(3) Fire Captains (3) Fire Engineers (10) Reserve FF's Requires new station, apparatus and equipment	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's Requires change (CDF) Schedule "A" Requires new station apparatus and equipment	(3) Fire Captains (2) Fire Engineers (10) Reserve FF's Requires change (CDF) Schedule "A" Requires new station apparatus and equipment
Ramona CDF Resource (72 Hr. Workweek)	Sta. 80 829 San Vicente Rd. Ramona CA 92065 (CDF) Schedule "A"	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's (ALS Transport) (6) Firefighter/PM's	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's (ALS Transport) (6) Firefighter/PM's	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's (ALS Transport) (5) Firefighter/PM's	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's (ALS Transport) (5) Firefighter/PM's

Service Models 5 and 5a

Agency	Location	Model 5 3 on-duty, BLS Career	Model 5a 3 on-duty, BLS Career/Volunteer	Model 5-CDF 3 on-duty, BLS Career	Model 5a-CDF 3 on-duty, BLS Career/Volunteer
	Sta. 81 24462 San Vicente Rd. Ramona CA 92065 (CDF) Schedule "A"	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's (ALS Transport) (6) Firefighter/PM's	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's (ALS Transport) (6) Firefighter/PM's	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's (ALS Transport) (5) Firefighter/PM's	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's (ALS Transport) (5) Firefighter/PM's
	Sta. 82 3410 Dye Road Ramona CA 92065 (CDF) Schedule "A"	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's
Yuima/Mootamai/ Pauma CDF Resource (72 Hr. Workweek)	Sta. (Rincon) 6971 Highway 76 Pauma Valley CA 92061 (CDF) "Amador"	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's Requires new station, apparatus and equipment	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's Requires new station, apparatus and equipment	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's Requires change (CDF) Schedule "A" Requires new station, apparatus and equipment	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's Requires change (CDF) Schedule "A" Requires new station, apparatus and equipment
Elfin Forest (CSA 107) Local Resource	Sta. 1 (CSA-107) 20223 Elfin Forest Rd. Escondido CA 92029 (29-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's	(3) Firefighter/EMT's (1) Asst. Chief (V) (5) Fire Captain (V) (3) Fire Engineer (V) (20) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's	(3) Firefighter/EMT's (1) Asst. Chief (V) (5) Fire Captain (V) (3) Fire Engineer (V) (20) Firefighter (V)
Mt. Laguna (CSA 109) Local Resource	Sta. 83 (CSA-109) 10385 Sunrise Hwy. Mt. Laguna CA 91948 (24-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's	(3) Firefighter/EMT's (1) Fire Chief (V) (1) Asst. Fire Chief (V) (22) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's	(3) Firefighter/EMT's (1) Fire Chief (V) (1) Asst. Fire Chief (V) (22) Firefighter (V)
Palomar Mt. (CSA 110) Local Resource	Sta. 97 (CSA-110) 21670 Crestline Rd. Palomar Mt CA 92060 (15-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's	(3) Firefighter/EMT's (1) Fire Chief (V) (2) Fire Captain (v) (1) Fire Engineer (V) (11) Firefighter (v)	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's	(3) Firefighter/EMT's (1) Fire Chief (V) (2) Fire Captain (v) (1) Fire Engineer (V) (11) Firefighter (v)

Service Models 5 and 5a

Agency	Location	Model 5 3 on-duty, BLS Career	Model 5a 3 on-duty, BLS Career/Volunteer	Model 5-CDF 3 on-duty, BLS Career	Model 5a-CDF 3 on-duty, BLS Career/Volunteer
Boulevard (CSA 111) Local Resource	Sta. 87 (CSA -111) 39923 Ribbonwood Road Boulevard CA 91905 (6-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's	(3) Firefighter/EMT's (1) Fire Chief (V) (5) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's	(3) Firefighter/EMT's (1) Fire Chief (V) (5) Firefighter (V)
Campo (CSA 112) Local Resource	Sta. 86 (CSA-112) Jeb Stuart Rd. Campo CA 91906 (20-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's	(3) Firefighter/EMT's (1) Fire Chief (V) (1) Assist. Chief (3) Fire Engineer (V) (15) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's	(3) Firefighter/EMT's (1) Fire Chief (V) (1) Assist. Chief (3) Fire Engineer (V) (15) Firefighter (V)
San Pasqual (CSA 113) Local Resource	Sta. 93 (CSA-113) 17701 San Pasqual Vly. Rd. Escondido CA 92025 (47-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's	(3) Firefighter/EMT's (1) Fire Chief (V) (3) Chief Officers (V) (5) Fire Captain (V) (2) Fire Engineer (V) (36) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's	(3) Firefighter/EMT's (1) Fire Chief (V) (3) Chief Officers (V) (5) Fire Captain (V) (2) Fire Engineer (V) (36) Firefighter (V)
De Luz VFD Local Resource	De Luz 39524 Daily Rd. Fallbrook CA 92028 (34-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's	(3) Firefighter/EMT's (2) Chief Officers (V) (32) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's	(3) Firefighter/EMT's (2) Chief Officers (V) (32) Firefighter (V)
Intermountain VFD Local Resource	Sta. 95 25858 A Hwy. 76 Ramona CA 92065 (30-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's	(3) Firefighter/EMT's (1) Chief Officer (V) (30) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's	(3) Firefighter/EMT's (1) Chief Officer (V) (30) Firefighter (V)
Ocotillo Wells VFD Local Resource	Sta. 89 5841 Highway 78 Borrego Springs CA 92004 (14-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's	(3) Firefighter/EMT's (1) Chief Officer (V) (1) Fire Captain (V) (12) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's	(3) Firefighter/EMT's (1) Chief Officer (V) (1) Fire Captain (V) (12) Firefighter (V)
Ranchita VFD Local Resource	Sta. 81 37370 Montezuma Vly. Rd. Ranchita CA 92066	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's	(3) Firefighter/EMT's (1) Chief Officer (V) (10) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's	(3) Firefighter/EMT's (1) Chief Officer (V) (10) Firefighter (V)

Service Models 5 and 5a

Agency	Location	Model 5 3 on-duty, BLS Career	Model 5a 3 on-duty, BLS Career/Volunteer	Model 5-CDF 3 on-duty, BLS Career	Model 5a-CDF 3 on-duty, BLS Career/Volunteer
	(11-Volunteers)				
Shelter Vly. VFD Local Resource	Sta. 98 7260 Great S Overland Stage Rte. Julian CA 92036 (13-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's	(3) Firefighter/EMT's (1) Fire Chief (V) (12) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's	(3) Firefighter/EMT's (1) Fire Chief (V) (12) Firefighter (V)
Sunshine Summit VFD Local Resource	Sta. 99 35227 Highway 79 Warner Springs CA 92086 (19-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's	(3) Firefighter/EMT's (1) Fire Chief (V) (18) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's	(3) Firefighter/EMT's (1) Fire Chief (V) (18) Firefighter (V)
Warner Springs VFD Dissolved 7/ 2006 Local Resource	No Station Warner Springs Station Requires new station, apparatus and equipment	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's Requires new station, apparatus and equipment	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's Requires new station, apparatus and equipment	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's Requires change (CDF) Schedule "A", New station, apparatus and equipment	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's Requires change (CDF) Schedule "A", New station, apparatus and equipment
Position / Costs	Fire Captain	(126) \$13,258,728	(60) \$6,313,680	(126) \$16,456,104	(60) \$7,836,240
	Fire Engineer	(126) 11,415,600	(60) 5,436,600	(84) 9,258,060	(40) 4,408,600
	Firefighter / Paramedic	(33) 3,062,268	(33) 3,062,268	(23) 2,415,253	(23) 2,415,253
	Firefighter	(117) 9,425,052	(108) 8,700,048	(82) 8,049,858	(98) 9,620,562
	TOTALS	(402) \$37,616,648	(261) \$23,511,996	(344) \$36,179,275	(221) \$24,280,655

TOTAL 42 Fire Stations

Service Models 6 and 6a

Agency	Location	Model 6 3 on-duty, ALS Career	Model 6a 3 on-duty, ALS Career/Volunteer	Model 6-CDF 3 on-duty, ALS Career	Model 6a-CDF 3 on-duty, ALS Career/Volunteer
Borrego Local Resource (56 Hr. Workweek)	Sta. 61 2324 Stirrup Rd. Borrego Springs CA 92004	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's (ALS Transport) (3) Firefighter/PM's (3) Firefighter/EMT's	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's (ALS Transport) (3) Firefighter/PM's (3) Firefighter/EMT's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's (ALS Transport) (2) Firefighter/PM's (2) Firefighter/EMT's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's (ALS Transport) (2) Firefighter/PM's (2) Firefighter/EMT's
Deer Springs CDF Resource (72 Hr. Workweek)	Sta. 1 8709 Circle R Dr. Escondido CA 92026 (CDF) Schedule "A"	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's
	Sta. 2 1321 Deer Spr. Rd. Escondido CA 92026 (CDF) Schedule "A"	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's
	Sta. (Miller) 9127 Lilac Rd. Escondido CA 92028 (CDF) "Amador"	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's Requires new apparatus, station and equipment	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's Requires new apparatus, station and equipment	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's Requires change (CDF) Schedule "A", New apparatus, station and equipment	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's Requires change (CDF) Schedule "A", New apparatus, station and equipment
East County Local Resource (56 Hr. Workweek)	Sta. 18 (Crest) 1811 Suncrest Blvd. El Cajon CA 92021 (10-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's (10) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (10) Firefighter (V)
	Sta. 19 (Bostonia) 1273 Claredon St. El Cajon CA 92019 (10-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's (10) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (10) Firefighter (V)

Service Models 6 and 6a

Agency	Location	Model 6 3 on-duty, ALS Career	Model 6a 3 on-duty, ALS Career/Volunteer	Model 6-CDF 3 on-duty, ALS Career	Model 6a-CDF 3 on-duty, ALS Career/Volunteer
Julian-Cuyamaca	Sta. 71 2645 Farmers Rd. Julian CA 92036	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM' (ALS Transport) (3) Firefighter/PM's (3) Firefighter/EMT's	(3) Firefighter/PM's (3) Fire Captain (V) (2) Fire Engineer (V) (14) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's (ALS Transport) (2) Firefighter/PM's (2) Firefighter/EMT's	(3) Firefighter/PM's (3) Fire Captain (V) (2) Fire Engineer (V) (14) Firefighter (V) (ALS Transport) (2) Firefighter/PM's (2) Firefighter/EMT's
	Sta. 74 3460 Engineers Rd. Julian CA 92036	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's	(3) Firefighter/ PM's (2) Fire Captain (V) (2) Fire Engineer (V) (13) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's	(3) Firefighter/ PM's (2) Fire Captain (V) (2) Fire Engineer (V) (13) Firefighter (V)
Pine Valley	Sta. 84 28850 Old Hwy 80 Pine Valley CA 91962	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's	(3) Firefighter/ PM's (1) Fire Captain (V) (1) Fire Engineer (V) (14) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's	(3) Firefighter/ PM's (1) Fire Captain (V) (1) Fire Engineer (V) (14) Firefighter (V)
San Diego Rural CDF Resource (72 Hr. Workweek)	Sta. 62 (Lawson Valley) 3890 Montiel Trk. Trl. Jamul CA 91935 (2-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's	(3) Firefighter/ PM's (2) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's	(3) Firefighter/PM's (2) Firefighter (V)
	Sta. 64 (Lee Valley) 15781 ½ Lyons Valley Road Jamul CA 91935 (0-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's
	Sta. 65 (Donovan C. F.) 480 Alta Rd. San Diego, CA 92154 (10-Inmate Firefighters)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's	(1) Correct. Officer (10) Inmate Firefighter (3) Firefighter/ PM's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's	(1) Correct. Officer (10) Inmate Firefighter (3) Firefighter/ PM's
	Sta. 66 (Jamul) 14145 Hwy 94 Jamul, CA 91935 (25 Reserve Firefighters)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's (25) Firefighter (Res.)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (25) Firefighter (Res.)

Service Models 6 and 6a

Agency	Location	Model 6 3 on-duty, ALS Career	Model 6a 3 on-duty, ALS Career/Volunteer	Model 6-CDF 3 on-duty, ALS Career	Model 6a-CDF 3 on-duty, ALS Career/Volunteer
	(CDF) Schedule "A"				
	Sta. 75 (Dehesa) 5425 Dehesa Rd. El Cajon CA 92019 (7-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's	(3) Firefighter/ PM's (6) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's	(3) Firefighter/ PM's (6) Firefighter (V)
	Sta.76 (Harbison Canyon) (Station destroyed-Cedar) El Cajon CA 92019 (7-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's Requires new station, apparatus and equipment	(3) Firefighter/ PM's (7) Firefighter (V) Requires new station, apparatus and equipment	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's Requires new station, apparatus and equipment	(3) Firefighter/ PM's (7) Firefighter (V) Requires new station, apparatus and equipment
	Sta. 77 (Deerhorn) 2383 Honey Springs Rd. Jamul CA 91935 (7-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's	(3) Firefighter/ PM's (7) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's	(3) Firefighter/ PM's (7) Firefighter (V)
	Sta. 78 (Dulzura) 1135 Community Bldg. Rd. Dulzura CA 91917 (0-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's
	Sta. 79 (Tecate) 444 Tecate Rd. Tecate CA 91980 (1-Volunteer)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's (1)Firefighter (V)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (1)Firefighter (V)
	Sta. 80 (Petrero) 24550 Hwy 94 Petrero CA 91963 (8-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's	(3) Firefighter/ PM's (8) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's	(3) Firefighter/ PM's (8) Firefighter (V)
	Sta.82 (Lake Morena) 29690 Oak Dr. Campo CA 91962 (9-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's	(3) Firefighter/ PM's (9) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's	(3) Firefighter/ PM's (9) Firefighter (V)

Service Models 6 and 6a

Agency	Location	Model 6 3 on-duty, ALS Career	Model 6a 3 on-duty, ALS Career/Volunteer	Model 6-CDF 3 on-duty, ALS Career	Model 6a-CDF 3 on-duty, ALS Career/Volunteer
	Sta. 85 (Descanso) 9718 River Dr. Descanso CA 91916 (6-Volunteers) (CDF) Schedule "A"	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's (6) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (6) Firefighter (V)
	Sta. 88 (Jacumba) 1255 Jacumba St. Jacumba CA 91934 (2-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's (2) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (2) Firefighter (V)
Valley Center CDF Resource (72 Hr. Workweek)	Sta. 72 28234 Lilac Rd. Valley Center CA 92082 (10-Reserve Firefighters) (CDF) Schedule "A"	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's (10) Reserve FF's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (10) Reserve FF's
	Sta. 73 28205 No. Lk. Wohlford Rd. Valley Center CA 92082 (10-Reserve Firefighters) (CDF) Schedule "A"	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's (10) Reserve FF's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (10) Reserve FF's
	Sta. (Valley Center) 28741 Cole Grade. Rd Valley Center CA 92082 (10-Reserve Firefighters) (CDF) "Amador"	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's Requires new station, apparatus and equipment	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's (10) Reserve FF's Requires new station, apparatus and equipment	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's Requires change (CDF) Schedule "A" Requires new station, apparatus and equipment	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (10) Reserve FF's Requires change (CDF) Schedule "A" Requires new station, apparatus and equipment
Ramona CDF Resource (72 Hr. Workweek)	Sta. 80 829 San Vicente Rd. Ramona CA 92065 (CDF) Schedule "A"	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's (ALS Transport)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's (ALS Transport)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (ALS TransportT)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (ALS TRANSPORT)

Service Models 6 and 6a

Agency	Location	Model 6 3 on-duty, ALS Career	Model 6a 3 on-duty, ALS Career/Volunteer	Model 6-CDF 3 on-duty, ALS Career	Model 6a-CDF 3 on-duty, ALS Career/Volunteer
	Sta. 81 24462 San Vicente Rd. Ramona CA 92065 (CDF) Schedule "A"	(3) Firefighter/PM's (3) Firefighter/EMT's	(3) Firefighter/PM's (3) Firefighter/EMT's	(2) Firefighter/PM's (2) Firefighter/EMT's	(2) Firefighter/PM's (2) Firefighter/EMT's
	Sta. 82 3410 Dye Road Ramona CA 92065 (CDF) Schedule "A"	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's (ALS Transport) (3) Firefighter/PM's (3) Firefighter/EMT's (3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's (ALS Transport) (3) Firefighter/PM's (3) Firefighter/EMT's (3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (ALS Transport) (2) Firefighter/PM's (2) Firefighter/EMT's (3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (ALS Transport) (2) Firefighter/PM's (2) Firefighter/EMT's (3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's
Yuima/Mootamai/ Pauma CDF Resource (72 Hr. Workweek)	Sta. (Rincon) 6971 Highway 76 Pauma Valley CA 92061 (CDF) "Amador"	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's Requires new station, apparatus and equipment	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's Requires new station, apparatus and equipment	(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's Require change (CDF) Schedule "A" Requires new station, apparatus and equipment	(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's REQUIRES CHANGE (CDF) Schedule "A" Requires new station, apparatus and equipment
Elfin Forest (CSA 107) Local Resource	Sta. 1 (CSA-107) 20223 Elfin Forest Rd. Escondido CA 92029 (29-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's	(3) Firefighter/PM's (1) Asst. Chief (V) (5) Fire Captain (V) (3) Fire Engineer (V) (20) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's	(3) Firefighter/PM's (1) Asst. Chief (V) (5) Fire Captain (V) (3) Fire Engineer (V) (20) Firefighter (V)
Mt. Laguna (CSA 109) Local Resource	Sta. 83 (CSA-109) 10385 Sunrise Hwy. Mt. Laguna CA 91948 (24-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's	(3) Firefighter/PM's (1) Fire Chief (V) (1) Asst. Fire Chief (V) (22) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's	(3) Firefighter/PM's (1) Fire Chief (V) (1) Asst. Fire Chief (V) (22) Firefighter (V)
Palomar Mt. (CSA 110) Local Resource	Sta. 97 (CSA-110) 21670 Crestline Rd. Palomar Mt CA 92060	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's	(3) Firefighter/PM's (1) Fire Chief (V) (2) Fire Captain (v)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's	(3) Firefighter/PM's (1) Fire Chief (V) (2) Fire Captain (v)

Service Models 6 and 6a

Agency	Location	Model 6 3 on-duty, ALS Career	Model 6a 3 on-duty, ALS Career/Volunteer	Model 6-CDF 3 on-duty, ALS Career	Model 6a-CDF 3 on-duty, ALS Career/Volunteer
	(15-Volunteers)		(1) Fire Engineer (V) (11) Firefighter (v)		(1) Fire Engineer (V) (11) Firefighter (v)
Boulevard (CSA 111) Local Resource	Sta. 87 (CSA -111) 39923 Ribbonwood Road Boulevard CA 91905 (6-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's	(3) Firefighter/PM's (1) Fire Chief (V) (5) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's	(3) Firefighter/PM's (1) Fire Chief (V) (5) Firefighter (V)
Campo (CSA 112) Local Resource	Sta. 86 (CSA-112) Jeb Stuart Rd. Campo CA 91906 (20-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's	(3) Firefighter/PM's (1) Fire Chief (V) (1) Assist. Chief (3) Fire Engineer (V) (15) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's	(3) Firefighter/PM's (1) Fire Chief (V) (1) Assist. Chief (3) Fire Engineer (V) (15) Firefighter (V)
San Pasqual (CSA 113) Local Resource	Sta. 93 (CSA-113) 17701 San Pasqual Vly. Rd. Escondido CA 92025 (47-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's	(3) Firefighter/PM's (1) Fire Chief (V) (3) Chief Officers (V) (5) Fire Captain (V) (2) Fire Engineer (V) (36) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's	(3) Firefighter/PM's (1) Fire Chief (V) (3) Chief Officers (V) (5) Fire Captain (V) (2) Fire Engineer (V) (36) Firefighter (V)
De Luz VFD Local Resource	De Luz 39524 Daily Rd. Fallbrook CA 92028 (34-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's	(3) Firefighter/PM's (2) Chief Officers (V) (32) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's	(3) Firefighter/PM's (2) Chief Officers (V) (32) Firefighter (V)
Intermountain VFD Local Resource	Sta. 95 25858 A Hwy. 76 Ramona CA 92065 (30-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's	(3) Firefighter/PM's (1) Chief Officer (V) (30) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's	(3) Firefighter/PM's (1) Chief Officer (V) (30) Firefighter (V)
Ocotillo Wells VFD Local Resource	Sta. 89 5841 Highway 78 Borrego Springs CA 92004 (14-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's	(3) Firefighter/PM's (1) Chief Officer (V) (1) Fire Captain (V) (12) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's	(3) Firefighter/PM's (1) Chief Officer (V) (1) Fire Captain (V) (12) Firefighter (V)

Service Models 6 and 6a

Agency	Location	Model 6 3 on-duty, ALS Career		Model 6a 3 on-duty, ALS Career/Volunteer		Model 6-CDF 3 on-duty, ALS Career		Model 6a-CDF 3 on-duty, ALS Career/Volunteer	
Ranchita VFD Local Resource	Sta. 81 37370 Montezuma Vly. Rd. Ranchita CA 92066 (11-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's		(3) Firefighter/PM's (1) Chief Officer (V) (10) Firefighter (V)		(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's		(3) Firefighter/PM's (1) Chief Officer (V) (10) Firefighter (V)	
Shelter Vly. VFD Local Resource	Sta. 98 7260 Great S Overland Stage Rte. Julian CA 92036 (13-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's		(3) Firefighter/PM's (1) Fire Chief (V) (12) Firefighter (V)		(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's		(3) Firefighter/PM's (1) Fire Chief (V) (12) Firefighter (V)	
Sunshine Summit VFD Local Resource	Sta. 99 35227 Highway 79 Warner Springs CA 92086 (19-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's		(3) Firefighter/PM's (1) Fire Chief (V) (18) Firefighter (V)		(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's		(3) Firefighter/PM's (1) Fire Chief (V) (18) Firefighter (V)	
Warner Springs VFD Dissolved 7/ 2006 Local Resource	No Station Warner Springs Station Requires new station, apparatus and equipment	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's Requires new station, apparatus and equipment		(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's Requires new station, apparatus and equipment		(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's Requires change (CDF) Schedule "A", new station, apparatus and equipment		(3) Fire Captains (2) Fire Engineers (2) Firefighter/PM's Requires change (CDF) Schedule "A", new station, apparatus and equipment	
Position / Costs	Fire Captain	(126)	\$13,258,727	(60)	\$6,313,680	(126)	\$16,456,104	(60)	\$7,836,240
	Fire Engineer	(126)	11,415,600	(60)	5,436,600	(84)	9,258,060	(40)	4,408,600
	Firefighter / Paramedic	(138)	12,805,848	(138)	12,805,848	(126)	13,231,386	(126)) 13,231,386
	Firefighter / EMT	(12)	966,672	(12)	966,672	(8)	785,352	(8)	785,352
	TOTALS	(408)	\$38,446,847	(270)	\$25,522, 880	(344)	\$39,730,902	(234)	\$26,261, 578

TOTAL 42 Fire Stations

Service Models 7 and 7a

Agency	Location	Model 7 4 on-duty, ALS Career	Model 7a 4 on-duty, ALS Career/Volunteer	Model 7-CDF 4 on-duty, ALS Career	Model 7a-CDF 4 on-duty, ALS Career/Volunteer
Borrego Local Resource (56 Hr. Workweek)	Sta. 61 2324 Stirrup Rd. Borrego Springs CA 92004	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's (3) Firefighter/EMT's (ALS Transport) (3) Firefighter/PM's (3) Firefighter/EMT's	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's (3) Firefighter/EMT's (ALS Transport) (3) Firefighter/PM's (3) Firefighter/EMT's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's (2) Firefighter/EMT's (ALS Transport) (2) Firefighter/PM's (2) Firefighter/EMT's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's (2) Firefighter/EMT's (ALS Transport) (2) Firefighter/PM's (2) Firefighter/EMT's
Deer Springs CDF Resource (72 Hr. Workweek)	Sta. 1 8709 Circle R Dr. Escondido CA 92026 (CDF) Schedule "A"	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's (3) Firefighter/EMT's	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's (3) Firefighter/EMT's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (2) Firefighter/EMT's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (2) Firefighter/EMT's
	Sta. 2 1321 Deer Springs Rd. Escondido CA 92026 (CDF) Schedule "A"	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's (3) Firefighter/EMT's	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's (3) Firefighter/EMT's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's (2) Firefighter/EMT's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's (2) Firefighter/EMT's
	Sta. (Miller) 9127 Lilac Rd. Escondido CA 92028 (CDF) "Amador"	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's (3) Firefighter/EMT's Requires new apparatus, station and equipment	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's (3) Firefighter/EMT's Requires new apparatus, station and equipment	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (2) Firefighter/EMT's Requires change (CDF) Schedule "A", New apparatus, station and equipment	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (2) Firefighter/EMT's Requires change (CDF) Schedule "A", New apparatus, station and equipment
East County Local Resource (56 Hr. Workweek)	Sta. 18 (Crest) 1811 Suncrest Blvd. El Cajon CA 92021 (10-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's (3) Firefighter/EMT's	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's (10) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (2) Firefighter/EMT's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (10) Firefighter (V)
	Sta. 19 (Bostonia) 1273 Claredon St. El Cajon CA 92019 (10-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's (3) Firefighter/EMT's	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's (10) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (2) Firefighter/EMT's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (10) Firefighter (V)

Service Models 7 and 7a

Agency	Location	Model 7 4 on-duty, ALS Career	Model 7a 4 on-duty, ALS Career/Volunteer	Model 7-CDF 4 on-duty, ALS Career	Model 7a-CDF 4 on-duty, ALS Career/Volunteer
Julian-Cuyamaca	Sta. 71 2645 Farmers Rd. Julian CA 92036	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's (3) Firefighter/EMT's (ALS Transport) (3) Firefighter/PM's (3) Firefighter/EMT's	(3) Firefighter/PM's (3) Fire Captain (V) (2) Fire Engineer (V) (14) Firefighter (V) (ALS Transport) (3) Firefighter/PM's (3) Firefighter/EMT's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's (2) Firefighter/EMT's (ALS Transport) (2) Firefighter/PM's (2) Firefighter/EMT's	(3) Firefighter/PM's (3) Fire Captain (V) (2) Fire Engineer (V) (14) Firefighter (V) (ALS Transport) (2) Firefighter/PM's (2) Firefighter/EMT's
	Sta. 74 3460 Engineers Rd. Julian CA 92036	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's (3) Firefighter/EMT's	(3) Firefighter/ PM's (2) Fire Captain (V) (2) Fire Engineer (V) (13) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (2) Firefighter/EMT's	(3) Firefighter/ PM's (2) Fire Captain (V) (2) Fire Engineer (V) (13) Firefighter (V)
Pine Valley	Sta. 84 28850 Old Hwy 80 Pine Valley CA 91962	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's (3) Firefighter/EMT's	(3) Firefighter/ PM's (1) Fire Captain (V) (1) Fire Engineer (V) (14) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (2) Firefighter/EMT's	(3) Firefighter/ PM's (1) Fire Captain (V) (1) Fire Engineer (V) (14) Firefighter (V)
San Diego Rural CDF Resource (72 Hr. Workweek)	Sta. 62 (Lawson Valley) 3890 Montiel Trk. Trl. Jamul CA 91935 (2-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's (3) Firefighter/EMT's	(3) Firefighter/ PM's (2) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (2) Firefighter/EMT's	(3) Firefighter/PM's (2) Firefighter (V)
	Sta. 64 (Lee Valley) 15781 ½ Lyons Valley Rd. Jamul CA 91935 (0-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's (3) Firefighter/EMT's	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's (3) Firefighter/EMT's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's (2) Firefighter/EMT's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's (2) Firefighter/EMT's
	Sta. 65 (Donovan C. F.) 480 Alta Rd. San Diego CA 92154 (10-Inmate Firefighters)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's (3) Firefighter/EMT's	(1) Correct. Officer (10) Inmate Firefighter (3) Firefighter/ PM's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's (2) Firefighter/EMT's	(1) Correct. Officer (10) Inmate Firefighter (3) Firefighter/ PM's
	Sta. 66 (Jamul) 14145 Hwy 94 Jamul CA 91935 (25 Reserve Firefighters) (CDF) Schedule "A"	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's (3) Firefighter/EMT's	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's (25) Firefighter (Res.)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (2) Firefighter/EMT's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (25) Firefighter (Res.)

Service Models 7 and 7a

Agency	Location	Model 7 4 on-duty, ALS Career	Model 7a 4 on-duty, ALS Career/Volunteer	Model 7-CDF 4 on-duty, ALS Career	Model 7a-CDF 4 on-duty, ALS Career/Volunteer
	Sta. 75 (Dehesa) 5425 Dehesa Rd. El Cajon CA 92019 (7-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's (3)Firefighter/EMT's	(3) Firefighter/ PM's (6) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (2)Firefighter/EMT's	(3) Firefighter/ PM's (6) Firefighter (V)
	Sta.76 (Harbison Canyon) (Station destroyed-Cedar) El Cajon CA 92019 (7-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's (3)Firefighter/EMT's Requires new station, apparatus and equipment	(3) Firefighter/ PM's (7) Firefighter (V) Requires new station, apparatus and equipment	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (2)Firefighter/EMT's Requires new station, apparatus and equipment	(3) Firefighter/ PM's (7) Firefighter (V) Requires new station, apparatus and equipment
	Sta. 77 (Deerhorn) 2383 Honey Springs Rd. Jamul CA 91935 (7-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's (3)Firefighter/EMT's	(3) Firefighter/ PM's (7) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (2)Firefighter/EMT's	(3) Firefighter/ PM's (7) Firefighter (V)
	Sta. 78 (Dulzura) 1135 Community Bldg. Rd. Dulzura CA 91917 (0-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's (3)Firefighter/EMT's	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's (3)Firefighter/EMT's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (2)Firefighter/EMT's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (2)Firefighter/EMT's
	Sta. 79 (Tecate) 444 Tecate Rd. Tecate CA 91980 (1-Volunteer)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's (3)Firefighter/EMT's	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's (3)Firefighter/EMT's (1)Firefighter (V)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (2)Firefighter/EMT's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (2)Firefighter/EMT's (1)Firefighter (V)
	Sta. 80 (Petrero) 24550 Hwy 94 Petrero CA 91963 (8-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's (3)Firefighter/EMT's	(3) Firefighter/ PM's (8) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (2)Firefighter/EMT's	(3) Firefighter/ PM's (8) Firefighter (V)
	Sta.82 (Lake Morena) 29690 Oak Dr. Campo CA 91962 (9-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's (3)Firefighter/EMT's	(3) Firefighter/ PM's (9) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (2)Firefighter/EMT's	(3) Firefighter/ PM's (9) Firefighter (V)

Service Models 7 and 7a

Agency	Location	Model 7 4 on-duty, ALS Career	Model 7a 4 on-duty, ALS Career/Volunteer	Model 7-CDF 4 on-duty, ALS Career	Model 7a-CDF 4 on-duty, ALS Career/Volunteer
	Sta. 85 (Descanso) 9718 River Dr. Descanso CA 91916 (6-Volunteers) (CDF) SCHEDULE "A"	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's (3) Firefighter/EMT's	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's (6) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (2) Firefighter/EMT's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (6) Firefighter (V)
	Sta. 88 (Jacumba) 1255 Jacumba St. Jacumba CA 91934 (2-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's (3) Firefighter/EMT's	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's (2) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (2) Firefighter/EMT's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (2) Firefighter (V)
Valley Center CDF Resource (72 Hr. Workweek)	Sta. 72 28234 Lilac Rd. Valley Center CA 92082 (10-Reserve Firefighters) (CDF) Schedule "A"	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's (3) Firefighter/EMT's	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's (10) Reserve FF's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (2) Firefighter/EMT's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (10) Reserve FF's
	Sta. 73 28205 No. Lk. Wohlford Rd. Valley Center CA 92082 (10-Reserve Firefighters) (CDF) Schedule "A"	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's (3) Firefighter/EMT's	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's (10) Reserve FF's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (2) Firefighter/EMT's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (10) Reserve FF's
	Sta. (Valley Center) 28741 Cole Grade Rd Valley Center CA 92082 (10-Reserve Firefighters) (CDF) "Amador"	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's (3) Firefighter/EMT's Requires new station, apparatus and equipment	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's (10) Reserve FF's Requires new station, apparatus and equipment	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (2) Firefighter/EMT's Requires change (CDF) Schedule "A", new station, apparatus and equipment	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (10) Reserve FF's Requires change (CDF) Schedule "A", new station, apparatus and equipment
Ramona CDF Resource (72 Hr. Workweek)	Sta. 80 829 San Vicente Rd. Ramona CA 92065 (CDF) Schedule "A"	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's (3) Firefighter/EMT's (ALS Transport) (3) Firefighter/PM's (3) Firefighter/EMT's	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's (3) Firefighter/EMT's (ALS Transport) (3) Firefighter/PM's (3) Firefighter/EMT's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (2) Firefighter/EMT's (ALS Transport) (3) Firefighter/PM's (2) Firefighter/EMT's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (2) Firefighter/EMT (ALS Transport) (3) Firefighter/PM's (2) Firefighter/EMT's

Service Models 7 and 7a

Agency	Location	Model 7 4 on-duty, ALS Career	Model 7a 4 on-duty, ALS Career/Volunteer	Model 7-CDF 4 on-duty, ALS Career	Model 7a-CDF 4 on-duty, ALS Career/Volunteer
	Sta. 81 24462 San Vicente Rd. Ramona CA 92065 (CDF) Schedule "A"	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's (3) Firefighter/EMT's (ALS Transport) (3) Firefighter/PM's (3) Firefighter/EMT's	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's (3) Firefighter/EMT's (ALS Transport) (3) Firefighter/PM's (3) Firefighter/EMT's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (2) Firefighter/EMT's (ALS Transport) (3) Firefighter/PM's (2) Firefighter/EMT's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (2) Firefighter/EMT's (ALS Transport) (3) Firefighter/PM's (2) Firefighter/EMT's
	Sta. 82 3410 Dye Road Ramona CA 92065 (CDF) Schedule "A"	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's (3) Firefighter/EMT's	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's (3) Firefighter/EMT's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (2) Firefighter/EMT's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (2) Firefighter/EMT's
Yuima/Mootamai/ Pauma CDF Resource (72 Hr. Workweek)	Sta. (Rincon) 16971 Highway 76 Pauma Valley CA 92061 (CDF) "Amador"	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's (3) Firefighter/EMT's Requires new station, apparatus and equipment	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's (3) Firefighter/EMT's Requires new station, apparatus and equipment	(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's (2) Firefighter/EMT's Requires change (CDF) Schedule "A" Requires new station, apparatus and equipment	(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's (2) Firefighter/EMT's Requires change (CDF) Schedule "A" Requires new station, apparatus and equipment
Elfin Forest (CSA 107) Local Resource	Sta. 1 (CSA-107) 20223 Elfin Forest Rd. Escondido CA 92029 (29-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's (3) Firefighter/EMT's	(3) Firefighter/PM's (1) Asst. Chief (V) (5) Fire Captain (V) (3) Fire Engineer (V) (20) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's (2) Firefighter/EMT's	(3) Firefighter/PM's (1) Asst. Chief (V) (5) Fire Captain (V) (3) Fire Engineer (V) (20) Firefighter (V)
Mt. Laguna (CSA 109) Local Resource	Sta. 83 (CSA-109) 10385 Sunrise Hwy. Mt. Laguna CA 91948 (24-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's (3) Firefighter/EMT's	(3) Firefighter/PM's (1) Fire Chief (V) (1) Asst. Fire Chief (V) (22) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's (2) Firefighter/EMT's	(3) Firefighter/PM's (1) Fire Chief (V) (1) Asst. Fire Chief (V) (22) Firefighter (V)
Palomar Mt. (CSA 110) Local Resource	Sta. 97 (CSA-110) 21670 Crestline Rd. Palomar Mt CA 92060 (15-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's (3) Firefighter/EMT's	(3) Firefighter/PM's (1) Fire Chief (V) (2) Fire Captain (v) (1) Fire Engineer (V)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's (2) Firefighter/EMT's	(3) Firefighter/PM's (1) Fire Chief (V) (2) Fire Captain (v) (1) Fire Engineer (V)

Service Models 7 and 7a

Agency	Location	Model 7 4 on-duty, ALS Career	Model 7a 4 on-duty, ALS Career/Volunteer	Model 7-CDF 4 on-duty, ALS Career	Model 7a-CDF 4 on-duty, ALS Career/Volunteer
			(11) Firefighter (v)		(11) Firefighter (v)
Boulevard (CSA 111) Local Resource	Sta. 87 (CSA -111) 39923 Ribbonwood Road Boulevard CA 91905 (6-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's (3) Firefighter/EMT's	(3) Firefighter/PM's (1) Fire Chief (V) (5) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's (2) Firefighter/EMT's	(3) Firefighter/PM's (1) Fire Chief (V) (5) Firefighter (V)
Campo (CSA 112) Local Resource	Sta. 86 (CSA-112) Jeb Stuart Rd. Campo CA 91906 (20-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's (3) Firefighter/EMT's	(3) Firefighter/PM's (1) Fire Chief (V) (1) Assist. Chief (3) Fire Engineer (V) (15) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's (2) Firefighter/EMT's	(3) Firefighter/PM's (1) Fire Chief (V) (1) Assist. Chief (3) Fire Engineer (V) (15) Firefighter (V)
San Pasqual (CSA 113) Local Resource	Sta. 93 (CSA-113) 17701 San Pasqual Vly. Rd. Escondido CA 92025 (47-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's (3) Firefighter/EMT's	(3) Firefighter/PM's (1) Fire Chief (V) (3) Chief Officers (V) (5) Fire Captain (V) (2) Fire Engineer (V) (36) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's (2) Firefighter/EMT's	(3) Firefighter/PM's (1) Fire Chief (V) (3) Chief Officers (V) (5) Fire Captain (V) (2) Fire Engineer (V) (36) Firefighter (V)
De Luz VFD Local Resource	De Luz 39524 Daily Rd. Fallbrook CA 92028 (34-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's (3) Firefighter/EMT's	(3) Firefighter/PM's (2) Chief Officers (V) (32) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's (2) Firefighter/EMT's	(3) Firefighter/PM's (2) Chief Officers (V) (32) Firefighter (V)
Intermountain VFD Local Resource	Sta. 95 25858 A Hwy 76 Ramona CA 92065 (30-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's (3) Firefighter/EMT's	(3) Firefighter/PM's (1) Chief Officer (V) (30) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's (2) Firefighter/EMT's	(3) Firefighter/PM's (1) Chief Officer (V) (30) Firefighter (V)
Ocotillo Wells VFD Local Resource	Sta. 89 5841 Highway 78 Borrego Springs CA 92004 (14-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's (3) Firefighter/EMT's	(3) Firefighter/PM's (1) Chief Officer (V) (1) Fire Captain (V) (12) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's (2) Firefighter/EMT's	(3) Firefighter/PM's (1) Chief Officer (V) (1) Fire Captain (V) (12) Firefighter (V)
Ranchita VFD Local Resource	Sta. 81 37370 Montezuma Vly. Rd. Ranchita CA 92066	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's	(3) Firefighter/PM's (1) Chief Officer (V) (10) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's	(3) Firefighter/PM's (1) Chief Officer (V) (10) Firefighter (V)

Service Models 7 and 7a

Agency	Location	Model 7 4 on-duty, ALS Career	Model 7a 4 on-duty, ALS Career/Volunteer	Model 7-CDF 4 on-duty, ALS Career	Model 7a-CDF 4 on-duty, ALS Career/Volunteer
	(11-Volunteers)	(3) Firefighter/EMT's		(2) Firefighter/EMT's	
Shelter Vly. VFD Local Resource	Sta. 98 7260 Great S Overland Stage Rte. Julian CA 92036 (13-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's (3) Firefighter/EMT's	(3) Firefighter/PM's (1) Fire Chief (V) (12) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's (2) Firefighter/EMT's	(3) Firefighter/PM's (1) Fire Chief (V) (12) Firefighter (V)
Sunshine Summit VFD Local Resource	Sta. 99 35227 Highway 79 Warner Springs CA 92086 (19-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's (3) Firefighter/EMT's	(3) Firefighter/PM's (1) Fire Chief (V) (18) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's (2) Firefighter/EMT's	(3) Firefighter/PM's (1) Fire Chief (V) (18) Firefighter (V)
Warner Springs VFD Dissolved 7/ 2006 Local Resource	No Station Warner Springs Station Requires new station, apparatus and equipment	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's (3) Firefighter/EMT's Requires new station, apparatus and equipment	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's (3) Firefighter/EMT's Requires new station, apparatus and equipment	(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's (2) Firefighter/EMT's Requires change (CDF) Schedule "A", New station, apparatus and equipment	(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's (2) Firefighter/EMT's Requires change (CDF) Schedule "A", New station, apparatus and equipment
Position/Costs	Fire Captain	(126) \$13,258,278	(60) \$6,313,680	(126) \$16,456,104	(60) \$7,836,240
	Fire Engineer	(126) 11,415,600	(60) 5,436,600	(84) 9,258,060	(40) 4,408,600
	Firefighter / Paramedic	(138) 12,805,848	(138) 12,805,848	(134) 14,071,474	(134) 14,071,474
	Firefighter / EMT	(138) 11,116,728	(48) 3,866,688	(92) 9,031,548	(30) 2,945,070
	TOTALS	(528) \$48,596,904	(306) \$28,422,216	(436) \$48,817,186	(234) \$29,261,384
TOTAL 42 Fire Stations					

Organizational Chart
Phase I
Conceptual Model 5a

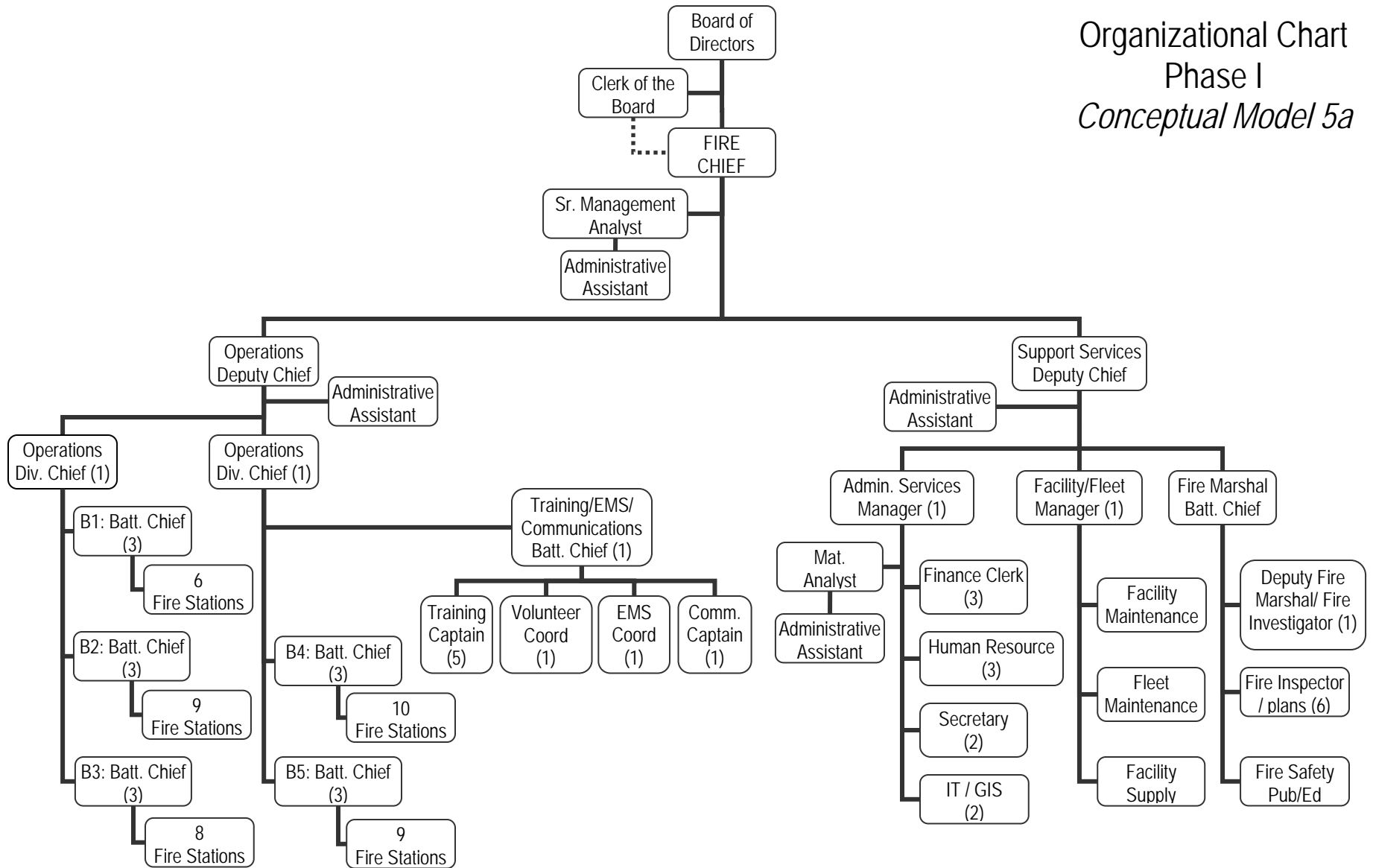


EXHIBIT THREE

Organization of Fire Protection Agencies and Spheres of Influence

Unincorporated San Diego County—1963 to present

Prior to 1963, when the State Legislature created LAFCO to oversee all jurisdictional change, 25 special districts had already formed to provide fire protection and emergency medical services in the County of San Diego:

- 1963 EXISTING AGENCIES: Alpine FPD, Bonita-Sunnyside FPD, Borrego Springs FPD, Bostonia FPD, Crest FPD, Encinitas FPD, Fallbrook FPD, Grossmont-Mt. Helix FPD, Lakeside FPD, Lemon Grove FPD, Lower Sweetwater FPD, Montgomery FPD, Mootamai MWD, Pauma MWD, Pine Valley FPD, Poway MWD, Ramona FPD, Ramona MWD, Rancho Santa Fe FPD, Rincon del Diablo MWD, Santee FPD, Solana FPD, Spring Valley FPD, Vista FPD, Yuima MWD.
- April 18, 1967 FORMATION: CSA 7 (Rainbow)
- June 1970 Board of Supervisors establishes five-member Fire Protection Study Committee; one member appointed by each Supervisor. Technical advice provided by County staff and SDSU via County grant.
- September 29, 1970 FORMATION: CSA 25 (Jacumba)
- September 1971 Special districts representatives seated on LAFCO. Commission adopts rules and regulations regarding special districts; thereafter, special districts must receive LAFCO approval to activate latent powers.
- March 1973 County Fire Protection Study Committee releases report recommending increased fire protection role for County. Board of Supervisors establishes Office of Fire Services Coordinator and expands CDF contract, which County had maintained since early 1920s. Expanded contract provides CDF presence on State responsibility lands during the non-fire season and minimum levels of structural fire protection to unincorporated areas outside of fire protection districts. Contract cost of \$323,000 in 1972-73 increases to \$960,000 in 1973-74.¹

¹ *Fire and Emergency Services in San Diego County*, Supervisor George Bailey, Second District, County of San Diego, December 1988, pg.4.

- June 13, 1974 Board of Supervisors evaluates expanded CDF contract and determines contract-services deficient. Equity questions are also present, as contract is maintained with County general funds and major source of general fund revenue was property tax receipts—of which approximately 94 percent is paid by property owners in cities and special districts where taxpayers were already assessed a property tax rate to finance fire protection.
- Board decides to phase out CDF contract and encourage unincorporated communities to assume responsibility for their own structural fire protection. Board institutes a program to assist citizens in annexing to a special district or city with fire protection services; over 90 square miles annex and volunteer companies increase from five to 35. Program initiated to organize and train volunteer fire protection companies with hope that volunteer companies would evolve into some type of local agency or annex to existing agencies.
- July 1, 1975 Board of Supervisors terminates contract with CDF.
- 1975-1980 County General Fund assistance extended to volunteer fire protection companies; expectation that volunteer companies will form public agencies or annex to existing fire protection agencies by June 30, 1980.
- February 3, 1976 Board of Supervisors adopts Policy I-61; policy defines County role in supporting volunteer fire companies and specifically states, “no County fire department would be formed.” Board declares intent to continue funding volunteer assistance program for only five years. Office of Fire Services Coordinator responsible for implementing Policy I-61.
- June 7, 1976 LATENT POWERS: Rincon del Diablo MWD granted activation of latent powers for fire protection service.
- November 1, 1976 DISSOLUTION: Lemon Grove FPD dissolved; fire protection services assumed by City of Lemon Grove.
- November 1, 1976 FORMATION: CSA 89 (Santa Fe Mt./Del Dios)
- June 1978 Passage of Proposition 13. Agencies in existence prior to Prop 13 receive a portion of the one percent property tax revenue based on formulas contained in State Law; new agencies prohibited from sharing in the one percent.
- 1980-1982 Board of Supervisors extends general fund assistance to volunteer fire protection companies for an additional two years.
- June 2, 1980 MERGER: Poway MWD merges with City of Poway
SUBSIDIARY: Santee FPD becomes subsidiary to City of Santee
- March 2, 1981 DISSOLVED: Ramona FPD
LATENT POWERS: Ramona MWD granted activation of latent powers for fire protection service; assumes service responsibility of dissolved Ramona FPD.
- December 15, 1981 FORMATION: Deer Spring FPD
- January 11, 1982 FORMATION: CSA 107 (Elfin Forest)

EXHIBIT FOUR

June 8, 1982 FAILS AT ELECTION: Prop F Consolidated Rural FPD; would create fire protection district over all unincorporated territory not in a city or other fire protection service agency; benefit fee to finance services requires two-thirds voter approval.

July, 12, 1982 FORMATION: Valley Center FPD

November 2, 1982 FAILS AT ELECTION: Prop Y Consolidated Rural FPD II; same as Prop F with substantially reduced benefit fee.

December 31, 1982 County withdraws General Fund support from volunteer companies; dissolves uniform fire code and County Office of Fire Services Coordinator closes.

January 10, 1983 1st District Court ruling requires LAFCO to establish spheres-of-influence for all jurisdictions

March 14, 1983 FORMATION: Julian-Cuyamaca FPD
 SOI: Julian-Cuyamaca FPD
 SOI: Pine Valley FPD: Pine Valley FPD annex portions of territory from failed Consolidated Rural FPD

April 4, 1983 SOI: Alpine FPD
 SOI: Crest FPD
 SOI: Grossmont-Mt. Helix FPD
 SOI: Lakeside FPD
 SOI: CSA 25 (Jacumba)
 SOI: Rural FPD
 SOI: Ramona MWD

May 18, 1983 FORMATION: Rural FPD; includes one-third area contained in failed Prop F and Prop Y.

May 31, 1983 Board of Supervisors rescinds Policy I-61

June 6, 1983 FORMATION: CSA 109 (Mt. Laguna)
 SOI: CSA 109 (Mt. Laguna)

July 1983 County agrees to extend base property tax and two percent annual increment to volunteer fire companies that reorganize into public agencies.

August 24, 1983 FORMATION: CSA 110 (Palomar Mt.)
 SOI: CSA 110 (Palomar Mt.)

September 12, 1983 SOI: Spring Valley FPD

November 7, 1983 SOI: Fallbrook FPD
 SOI: Spring Valley FPD
 SOI: Deer Spring FPD
 SOI: CSA 113 (San Pasqual)
 SOI: CSA 7 (Rainbow)

December 23, 1983 FORMATION: CSA 111 (Boulevard)

January 4, 1984 FORMATION: CSA 112 (Campo)

February 6, 1984 SOL: CSA 107 (Elfin Forest)
SOL: CSA 89 (Santa Fe Mt./Del Dios)
SOL: Rancho Santa Fe FPD
SOL: Solana FPD

March 5, 1984 SOL: Encinitas FPD

June 4, 1984 SOL: San Marcos FPD
SOL: Vista FPD

June 19, 1984 DISSOLUTION: CSA 25 (Jacumba)

November 5, 1984 SOL: Mootamai MWD
SOL: Yuima MWD
SOL: Valley Center FPD
SOL: Pauma Valley MWD

February 4, 1985 SOL: Lower Sweetwater FPD

April 1, 1985 SOL: Rincon del Diablo MWD

April 8, 1985 MERGER: Santee FPD with City of Santee
FORMATION: CSA 115 (Pepper Drive)
SOL: CSA 115 (Pepper Drive)

July 1, 1985 SOL: Bonita-Sunnyside FPD
SOL: Montgomery FPD

August 5, 1985 SOL: Bostonia FPD

December 31, 1985 DISSOLVED: Montgomery FPD; fire protection service assumed by City of Chula Vista.

May 1986 Proposals received for consolidation of (a) Lakeside and Bostonia FPDs; and (b) Alpine, Crest, Grossmont-Mt Helix and Bonita-Sunnyside FPDs. Fire District Reorganization Committee appointed to review proposals.

July 1, 1986 SUBSIDIARY: Solana FPD became subsidiary district to City of Solana Beach.

October 1, 1986 SUBSIDIARY: Encinitas FPD becomes subsidiary to City of Encinitas.

November 17, 1986 DISSOLVED: Fallbrook FPD and CSA 7 (Rainbow)
FORMATION: North County FPD
SOL: North County FPD

January 1987 Fire District Reorganization Committee recommends two consolidations: (a) Alpine, Bostonia, Crest and Lakeside FPDs; and (b) Grossmont-Mt. Helix and Spring Valley FPDs.

April 1987 Lakeside FPD withdraws from consolidation effort, citing uncertainty over funding levels and disagreement with Crest and Alpine FPDs over terms and conditions; Grossmont-Mt. Helix and Spring Valley continue consolidation negotiations.

July 1, 1987 DISSOLVED: CSA 89 (Del Dios) and Rancho Santa Fe FPD
FORMATION: Rancho Santa Fe FPD (new)

EXHIBIT FOUR

October 1, 1987	SUBSIDIARY: San Marcos FPD and City of San Marcos
November 2, 1987	CONSOLIDATION: Grossmont-Mt. Helix FPD and Spring Valley FPD; emerged as San Miguel Consolidated FPD. SOL: San Miguel Consolidated FPD
December 24, 1987	MERGER: Solana FPD with City of Solana Beach
November 1990	FAILS AT ELECTION: Proposal to annex 20 square miles of the unincorporated community of De Luz to the North County FPD; special tax to help fund services requires two-thirds voter approval.
May 5, 1994	CONSOLIDATION: Bostonia FPD and Crest FPD; emerged as East County FPD. SOL: East County FPD
June 16, 1995	MERGER: Encinitas FPD and City of Encinitas
February 1, 1999	Task Force on Fire Protection and Emergency Medical Services created; provides collaborative forum to discuss issues related to regional fire protection and emergency medical services.
May 2001	LAFCO approves reorganization to dissolve Lower Sweetwater FPD and form CSA as successor agency.
March 3, 2002	FAILS AT ELECTION: Proposal for dissolution of Lower Sweetwater FPD defeated 60.5 to 39.4 percent.
May 2003	Task Force on Fire Protection and Emergency Medical Services releases preliminary estimates for consolidating unincorporated area fire protection agencies. Consolidation of all unincorporated area agencies would require approximately \$110 million <i>additional</i> annual revenue; consolidation of eight east county agencies would require \$18 million in <i>additional</i> annual revenue.
November 2, 2004	APPROVED AT BALLOT: Prop C; advisory vote concerning voter support for consolidation of unincorporated area fire protection agencies—provided consolidation results in better coordinated and enhanced delivery of fire protection and emergency medical services at no additional cost; a consolidated organization would be funded from existing revenues; receives 82 percent approval.
November 2004	Board of Supervisors, citing Prop C, sends letter to LAFCO requesting Commission to initiate consolidation of unincorporated area fire protection agencies.
February 7, 2005	LAFCO initiates a reorganization consisting of the dissolution of 16 Fire Protection Districts, seven County Service Areas and deactivation of fire protection and emergency medical functions from five Municipal Water Districts.
April 19, 2005	Board of Supervisors adopts resolution initiating an application with LAFCO for formation of a Regional Fire Protection District
August 1, 2006	Substantially Similar Proposal (SSP) drafted by San Diego Fire Chiefs' Association accepted by Commission. SSP provides plan to reorganize unincorporated area fire protection agencies in two phases and places unincorporated territory with most critical need in Phase I.

PHASE 1
Fire Station Capital Cost Estimates

		First Responder All Paid	First Responder with Volunteers
Borrego	Sta. 61 2324 Stirrup Rd. Borrego Springs CA 92004 T.B. 1058/J-2	No Improvements \$ 0.	No Improvements \$ 0.
Deer Springs	Sta. 1 8709 Circle R Dr. Escondido, CA 92026 T.B. 1086/J-6	No Improvements \$ 0.	No Improvements \$ 0.
	Sta. 2 1321 Deer Spr. Rd. Escondido, CA 92026 T.B. 1089 /C-7	New Station \$ 2,500,000.	New Station \$ 2,500,000.
	Sta. (Miller) 9127 Lilac Rd. Escondido, CA 92028 T.B. 1048/J-6	New Station \$ 0. Developer Funded	New Station \$ 0. Developer Funded
East County	Sta. 18 (Crest) 1811 Suncrest Blvd. El Cajon, CA 92021 T.B.1252/J-3	Crew Area Improvements \$ 500,000.	Crew Area Improvements \$ 500,000.
	Sta. 19 (Bostonia) 1273 Claredon St. El Cajon, CA 92019 T.B. 1251/J-3	New Station \$ 2,500,000. (Cost could be offset by Cooperative efforts with Lakeside FPD/El Cajon FD)	New Station \$ 2,500,000. (Cost could be offset by Cooperative efforts with Lakeside FPD/El Cajon FD)

PHASE 1
Fire Station Capital Cost Estimates

		First Responder All Paid	First Responder with Volunteers
Julian-Cuyamaca	Sta. 71 2645 Farmers Rd. Julian, CA 92036 T.B. 1136/A-6	New Station \$ 2,500,000.	New Station \$ 2,500,000.
	Sta. 74 3460 Engineers Rd. Julian, CA 92036 T.B. 1176/D-4	Crew Area Improvements \$ 1,000,000.	Crew Area Improvements \$ 500,000.
Pine Valley	Sta. 84 28850 Old Hwy 80 Pine Valley, CA 91962 T.B. 1237/C-7	Crew Area Improvements \$ 500,000.	Crew Area Improvements \$ 500,000.
S.D. Rural	Sta. 62 (Lawson Valley) 3890 Montiel Trk. Trl. Jamul, CA 91935 T.B. 1274/ B-3	New Station \$ 2,500,000.	New Station \$ 2,500,000.
	Sta. 64 (Lee Valley) 15781 ½ Lyons Valley Rd. Jamul, CA 91935 T.B. 1293/F-1	New Station \$ 2,500,000.	New Station \$ 2,500,000.
	Sta. 65 (Donovan C. F.) 480 Alta Rd. San Diego, CA 92154 T.B. 1332/C-7	No Improvements \$ 0.	No Improvements \$ 0.
	Sta. 66 (Jamul)	New Station \$ 3,500,000.	New Station \$ 3,500,000.

PHASE 1
Fire Station Capital Cost Estimates

		First Responder All Paid	First Responder with Volunteers
	14145 Hwy 94 Jamul, CA 91935 T.B. 1292/H-3 (25 Reserve Firefighters)		
	Sta. 75 (Dehesa) 5425 Dehesa Rd. El Cajon, CA 92019 T.B. 1253/C-5	New Apparatus Building \$ 1,000,000.	New Apparatus Building \$ 1,000,000.
	Sta.76 (Harbison Canyon) (Station destroyed-Cedar) El Cajon, CA 92019 T.B. 1253/C-1	New Station \$ 2,500,000.	New Station \$ 2,500,000.
	Sta. 77 (Deerhorn) 2383 Honey Springs Rd. Jamul, CA 91935 T.B. 1294/D-6	No Improvements \$ 0.	No Improvements \$ 0.
	Sta. 78 (Dulzura) 1135 Community Bldg. Rd. Dulzura, CA 91917 T.B. 429/J-9	Crew Area Improvements \$ 1,200,000.	Crew Area Improvements \$ 500,000.
	Sta. 79 (Tecate) 444 Tecate Rd. Tecate, CA 91980 T.B. 429/L-10	New Station \$ 2,500,000.	Crew Area Improvements \$ 500,000.

PHASE 1
Fire Station Capital Cost Estimates

		First Responder All Paid	First Responder with Volunteers
	Sta. 80 (Petrero) 24550 Hwy 94 Petrero, CA 91963 T.B. 429/L-10	Crew Area Upgrade \$ 1,000,000.	Crew Area Upgrade \$ 500,000.
	Sta.82 (Lake Morena) 29690 Oak Dr. Campo, CA 91962 T.B. 1296/F-5	Minor Upgrades \$ 50,000.	Minor Upgrades \$ 50,000.
	Sta. 85 (Descanso) 9718 River Dr. Descanso, CA 91916 T.B. 1236/A-2	Minor Upgrades \$ 100,000.	Minor Upgrades \$ 100,000.
	Sta. 88 (Jacumba) 1255 Jacumba St. Jacumba, CA 91934 T.B. 1300/G-5	Upgrades \$ 100,000.	Upgrades \$ 100,000.
Valley Center	Sta. 72 28234 Lilac Rd. Valley Center, CA 92082 T.B. 1090/D-3	No Improvements \$ 0.	No Improvements \$ 0.
	Sta. 73 28205 No. Lk. Wohlford Rd. Valley Center, CA 92082 T.B. 1091/C-2	No Improvements \$ 0.	No Improvements \$ 0.
	Sta. (Valley Center) 28741 Cole Grade. Rd	New Station \$ 2,500,000.	New Station \$ 2,500,000.

PHASE 1
Fire Station Capital Cost Estimates

		First Responder All Paid	First Responder with Volunteers
	Valley Center, CA 92082 T.B.1090/F-1		
Ramona	Sta. 80 829 San Vicente Rd. Ramona, CA 92065 T.B. 1152/G-6	No Improvements \$ 0.	No Improvements \$ 0.
	Sta. 81 24462 San Vicente Rd. Ramona, CA 92065 T.B. 1173/F-4	No Improvements \$ 0.	No Improvements \$ 0.
	Sta. 82 3410 Dye Rd. Ramona, CA 92065 T.B. 1172/C-	No Improvements \$ 0.	No Improvements \$ 0.
Yuima/Mootamai/ Pauma MWD	Rincon Station 16971 Highway 76 Pauma Valley CA 92061 T.B. 1051/D-7	New Station \$ 2,500,000.	New Station \$ 2,500,000.
Elfin Forest CSA 107	Station 1 21223 Elfin Forest Rd. Escondido, CA 92029 T.B 1148/G-2	Crew Area Improvements \$ 500,000.	Crew Area Improvements \$ 500,000.
Mt. Laguna CSA 109	Station 83 10385 Sunrise Highway	Crew Area Improvements \$ 1,000,000.	Crew Area Improvements \$ 500,000.

PHASE 1
Fire Station Capital Cost Estimates

		First Responder All Paid	First Responder with Volunteers
	Mt. Laguna, CA 91948 T.B. 430/B-5		
Palomar Mt. CSA 110	Station 97 21670 Crestline Rd. Palomar Mt., CA 92060 T.B. 409/G-7	Crew Area Improvements \$ 1,000,000.	Crew Area Improvements \$ 500,000.
Boulevard CSA 111	Station 87 39923 Ribbonwood Rd. Boulevard, CA 91905 T.B. 1300/D-6	Crew Area Improvements \$ 1,000,000.	Crew Area Improvements \$ 500,000.
Campo CSA 112	Sta. 86 (CSA-112) Jeb Stuart Rd. Campo, CA 91906 T.B. 430/B-10	New Station \$ 2,500,000.	New Station \$ 2,500,000.
San Pasqual CSA 113	Sta. 93 (CSA-113) 17701 San Pasqual V. Rd. Escondido, CA 92025 T.B. 1131/F-7	Crew Area Improvements \$ 500,000.	Crew Area Improvements \$ 250,000.
De Luz VFD	De Luz 39524 Daily Rd. Fallbrook, CA 92028 T.B. 996/H-2	New Station \$ 2,500,000.	Station Improvements \$ 500,000.
Intermountain VFD	Sta. 95 25858 "A" Hwy. 76 Ramona, CA 92065 T.B. 1153/J-1	Crew Area Improvements \$ 250,000.	Crew Area Improvements \$ 250,000.

PHASE 1 Fire Station Capital Cost Estimates

		First Responder All Paid	First Responder with Volunteers
Ocotillo Wells VFD	Sta. 89 5841 Highway 78 Borrego Springs, CA 92004 T.B. 410/F-10	Crew Area Improvements \$ 1,000,000.	Crew Area Improvements \$ 5 00,000.
Ranchita VFD	Sta. 81 37370 Montezuma Vly. Rd. Ranchita, CA 92066 T.B. 410/A-9	New Station \$ 2,500,000.	Station Improvements \$ 500,000.
Shelter Vly. VFD	Sta. 98 7260 Great S Overland Stage Rte. Julian, CA 92036 T.B. 1136/C-6	Crew Area Improvements \$ 200,000.	Crew Area Improvements \$ 200,000.
Sunshine Summit VFD	Sta. 99 35227 Highway 79 Warner Springs, CA 92086 T.B. 409/J-6	Crew Area Improvements \$ 200,000.	Crew Area Improvements \$ 200,000.
Warner Springs VFD Dissolved 7/2006	No Station Warner Springs Sta.	New Station \$ 2,500,000.	New Station \$ 2,500,000.
TOTALS – 42 FIRE STATIONS		\$47,100,000.	\$37,150,000.

- Estimate source for 32 stations provided by County Department of Planning and Land Use (DPLU).
- Estimate source for 10 stations provided by LAFCO consultant using DPLU costs.

Phase I—FY05-06 Revenues

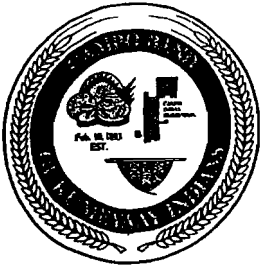
			FY 05-06 Property Tax				FY 05-06 Voter-Approved Assessment			
			Assessed Value	Revenue as % of Value	Parcel Count	Total Revenue	Fund Name	Parcel Count	Fund Total	Total Revenue
Public Agencies										
1.	Borrego Springs FPD	\$ 0 ✓	\$ 461,859,342	0.1890%	5,833	\$ 872,970	Fire Special Tax	5,611	\$ 222,500	\$ 222,500
2.	Deer Springs FPD	22,000	1,786,502,448	0.0189%	29,437	338,049	Fire Standby	29,286	1,259,850	
		128,600					Fire Suppression	27,860	1,349,878	2,609,728
3.	East County FPD	0 ✓	602,903,883	0.1030%	2,530	621,164	Fire Special Tax	1,306	59,960	
							Fire Sp. Tax Bostonia	816	200,432	
							Paramedic	1,895	303,118	563,510
4.	Julian-Cuyamaca FPD	22,000	475,831,981	0.0302%	4,772	144,066	Structural Fire	2,081	105,800	105,800
5.	Pine Valley FPD	21,000	202,135,578	0.0710%	1,228	143,536	—			0
6.	San Diego Rural	1,460,000	1,979,920,645	0.0250%	10,268	496,468	Descanso—Fire	1,015	53,750	
							Dulzura—Fire	197	11,550	
							Tecate—Fire	63	13,400	
							Potrero—Fire	275	15,400	
							Jacumba—Fire	282	16,150	
							Rural West—Fire	2,994	340,450	
							Otay Mesa CFD	1	22,070	
							Hidden Valley CFD	10	111,653	583,423
7.	Valley Center FPD	25,000	1,930,297	0.0193%	6,876	374,448	Fire Standby	6,641	1,029,229	
		128,600					Valley Center CFD	5,103	194,046	1,223,275
8.	Mootamai MWD	^a 0 ✓	13,422,519	0.0694%	99	9,319	—			0
9.	Pauma MWD	^a 0 ✓	25,839,956	0.0475%	112	12,290	—			0
10.	Ramona MWD	0 ✓	3,103,989,964	0.0757%	16,696	^b 2,351,980	Fire & Paramedic	11,511	2,514,438	2,514,438
11.	Yuima MWD	^a 128,600 ✓	290,877,555	0.1101%	1,005	320,435	Fire Special Tax	984	48,509	48,509

^a The Mootamai and Pauma MWDs cooperate in a JPA with the Yuima MWD to fund a CDF Amador Plan. The County fire program also subsidizes the Amador Plan— providing an indirect subsidy to the Mootamai and Pauma Districts.

^b The Ramona MWD received \$4,343,903 in FY 05-06 property tax revenue. Using formulas in State Law, it is estimated that \$2,351,980 would transfer to a successor fire protection service provider.

			FY 05-06 Property Tax				FY 05-06 Voter-Approved Assessment			
	FY 05-06 County Subsidy	Formed Before Prop. 13	Assessed Value	Revenue as % of Value	Parcel Count	Total Revenue	Fund Name	Parcel Count	Fund Total	Total Revenue
1.	CSA 107 (Elfin Forest)	0	202,358,898	0.0153%	541	30,972	Structural Fire	514	220,068	220,068
2.	CSA 109 (Mt. Laguna)	20,500	23,798,898	0.0839%	324	19,982	Fire & EMS	262	20,550	20,550
3.	CSA 110 (Palomar Mtn)	23,400	77,341,051	0.0321%	867	24,863	Fire Protection	853	47,524	47,524
4.	CSA 111 (Boulevard)	36,400	131,728,587	0.0311%	1,495	41,096	—			0
5.	CSA 112 (Campo)	22,000	109,801,557	0.0284%	994	31,275	—			0
6.	CSA 113 (San Pasqual)	22,000	94,683,800	0.0245%	348	23,216	Fire Protection	343		55,511
Volunteer Organizations										
1.	De Luz Heights	23,000	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a
2.	Inter-Mountain	22,000	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a
3.	Ocotillo Wells	21,000	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a
4.	Ranchita	22,000	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a
5.	Shelter Valley	21,000	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a
6.	Sunshine Summit	23,000	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a
TOTAL		^c \$1,890,900	n/a	n/a	n/a	\$5,886,800	n/a	n/a	n/a	\$8,215,842

^c County subsidies fund additional fire protection programs for: (1) CDF Amador Plans and CDF training officers (\$1,695,270); (2) replacement of shared-use apparatus (\$1,258,830); and (3) miscellaneous equipment and services (\$185,000). Total FY 05-06 County expenditure within Phase I: \$5.03 million.



Campo Kumeyaay Nation

Chairman H. Paul Cuero, Jr.
Vice Chairman Ralph Goff
Secretary Kerm Shipp
Treasurer Michael Connolly Miskwish
Committee Jackie Lelafu
Committee Russlyn Burch
Committee Nehemiah Dyche

March 9, 2005

To: Bud Pocklington
Chairman, LAFCO

From: Harry P. Cuero J.R.
Chairman, Campo Kumeyaay Nation

Subject: Reorganization of Fire Protection Districts

Mr. Chairman

Thank you for the letter updating our tribe on the approval from LAFCO to reorganize the fire protection districts in the unincorporated area of San Diego County. The Campo Kumeyaay Nation supports this endeavor as written to bring quality fire and emergency services to this part of the county, with one exception.

After reviewing the map included with your letter, it is apparent that the county still has the Campo Indian Reservation being serviced by CSA 111, (Boulevard), CSA 112, (Campo), and Rural Fire District volunteer fire departments. The Campo Reservation is and has been for a number of years served by the Campo Reservation Fire Protection District (CRFPD). Our Fire District is an all risk, professional department, staffed 24/7 with four fire personnel and one Chief Officer on duty daily. Additionally, the Campo Reservation Fire Protection District also serves the Old Campo, La Posta, Manzanita, and Ewiiapaayp Reservations thru contracts for fire protection and emergency services. All wildland fire suppression is the responsibility of The California Department of Forestry and Fire Protection thru contracts with the Bureau of Indian Affairs.

The Campo Kumeyaay Nation request that LAFCO recognize the boundaries of the Campo Reservation Fire Protection District, and exclude the for-named Indian Lands from any future reorganization plans.

Thank you in advance for your help in this matter, and we look forward to working with you in the future. If you have any questions, please feel free to contact Campo Reservation Fire Protection District, Chief Steven M. Cuero at 619-478-2371.

Sincerely

Harry P. Cuero
Tribal Chairman
Campo Kumeyaay Nation

EXHIBIT SEVEN

SALARY AND BENEFIT SURVEY April 2006

Position	04/05 Median Salary [*]	05/06 Median Salary ^{**}	% of Change	05/06 Median Total Comp. ^{**}	05/06 CDF Total Comp. ^{***}	05/06 CDF Salary
Fire Chief	126,000.	142,272.	12.9%	201,348.	161,117.	96,495.
Dpty/Dev. Chief	104,452.	111,480.	6.7%	154,332.	160,374.	95,352.
Batt. Chief	96,443.	105,624.	9.52%	153,210.	190,445.	114,061.
Fire Captain	71,220.	76,008.	6.72%	105,228.	130,604.	84,358.
Fire Engineer	59,904.	64,440.	7.57%	90,600.	110,215.	69,767.
Firefighter/PM	60,676.	64,656.	6.55%	92,796.	105,011.	66,051.
Firefighter	53,460.	55,728.	4.24%	80,556.	98,169.	61,157.
Fire Prev. Spl.	61,092.	61,092.	0%	81,948.	72,307.	46,320.

^{*} Source – CALPACS Survey 3/2005 based on 56 Hr. Work Week

^{**} Source - CALPACS Survey 4/2006 based on 56 Hr. Work Week

^{***} Source - CDF Schedule A-4142 and A-4144 agreements FY 06/07 for Cooperative Fire Programs. CDF schedules based on 72 Hr. Work Week. A 9.92% Administrative Charge was added for all positions and a 3.5% longevity pay was added for the Fire Chief, Deputy Fire Chief and Battalion Chief positions to determine total position cost.

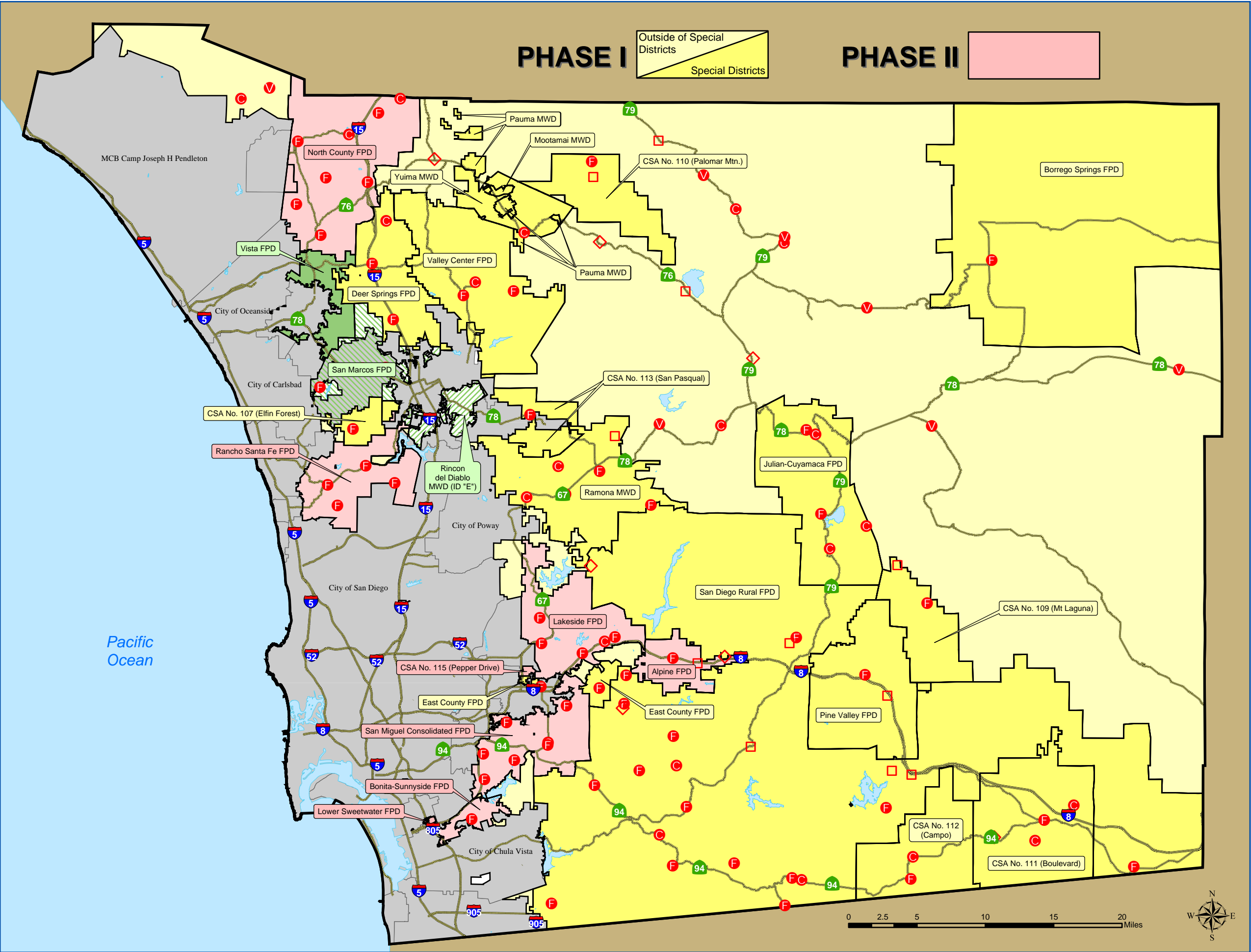
SALARY AND BENEFIT COST COMPARISON
Regional median cost vs. CDF cost

	Regional Median*		C D F **	
	FY 05-06 Salary	FY 05-06 Total Compensation	FY 05-06 Total Compensation	FY 05-06 Salary
Fire Chief (40 hrs)	\$ 142,272	\$ 201,348	\$ 161,117	\$ 96,495
Deputy Dev Chief (40 hrs)	111,480	154,332	160,374	95,352
Battalion Chief	105,624	153,204	190,445	114,061
Fire Captain	76,008	105,228	130,604	84,358
Fir Engineer	64,440	90,600	110,215	69,767
Firefighter/PM	64,656	92,796	105,011	66,051
Firefighter	55,728	80,556	98,169	61,157
Fire Prev. Spl. (40 hrs)	\$ 61,092	\$ 81,948	\$ 72,307	\$ 46,320

* Source: CALPAC Survey 4/2006 based on 56 hr workweek unless otherwise noted.

** Source: CDF Schedule A-4142 and A-4144 Agreements FY 2006-07 for Cooperative Fire Programs. CDF schedules based on 72 hr. workweek unless otherwise noted. A 9.92 percent administrative charge was added to all CSD I positions and a 3.5 percent longevity pay was added to CDF Fire Chief, Deputy Chief, and Battalion Chief positions to determine total position cost.

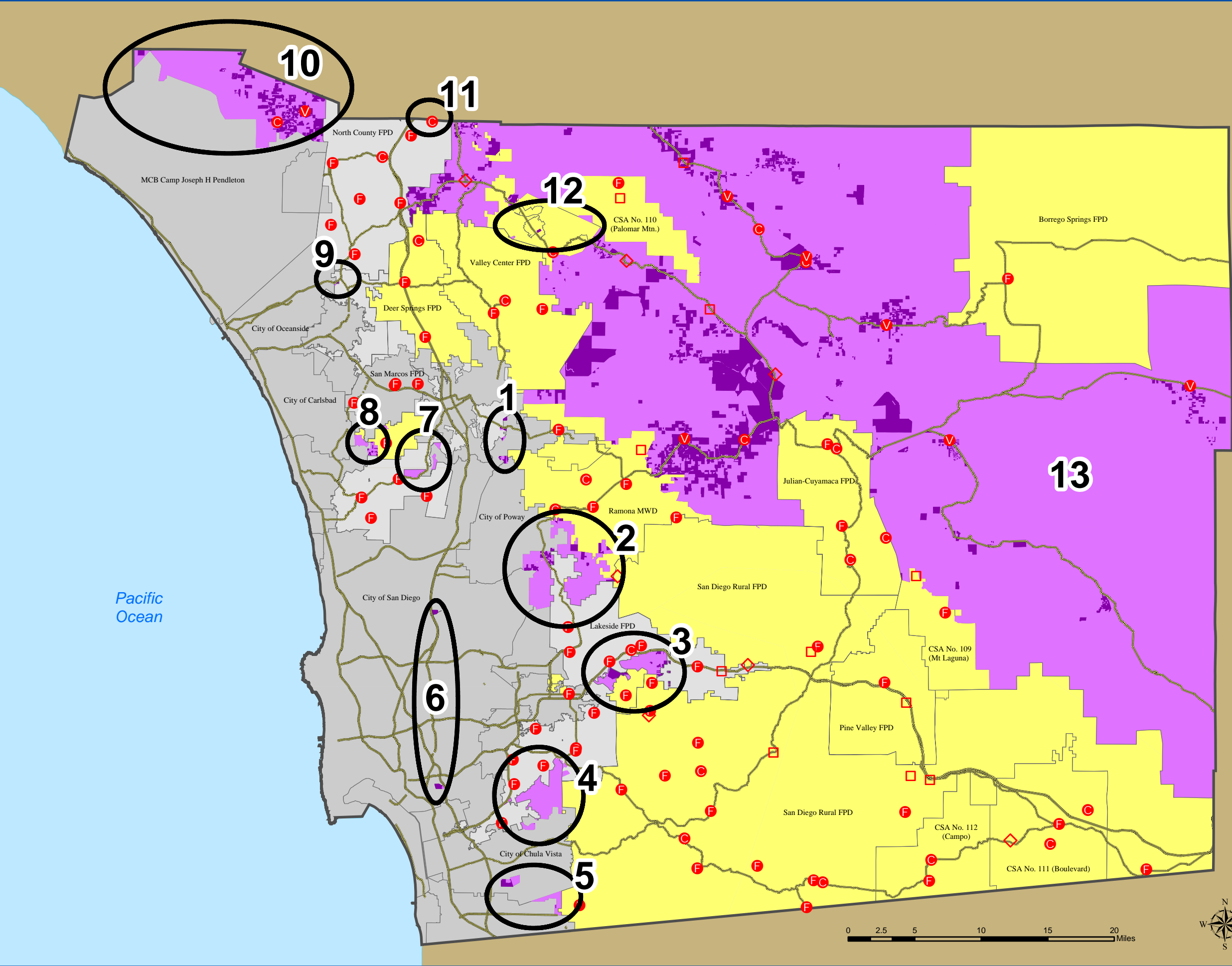
MAP 1



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MAP 2

Funded and Unfunded Areas of Phase I



Phase I Special Districts

Areas Outside of Special Districts

Without Improvements

With Improvements

Fire Stations (unincorporated)

Fire Protection District

Volunteer Company

CDF

USFS

Tribal Authority

Areas Outside of Special Districts: Acreage

Area ID	Without Improvements	With Improvements
1	86.87	155.77
2	11,127.49	963.32
3	3,189.86	669.57
4	5,353.44	1.12
5	979.35	224.30
6	15.81	178.36
7	782.13	
8	675.81	84.45
9	13.00	24.53
10	24,748.84	5,438.86
11	48.31	
12	238.66	23.78
13	826,839.34	62,013.23
Total	874,098.90	69,777.28
Percent	92.61%	7.39%



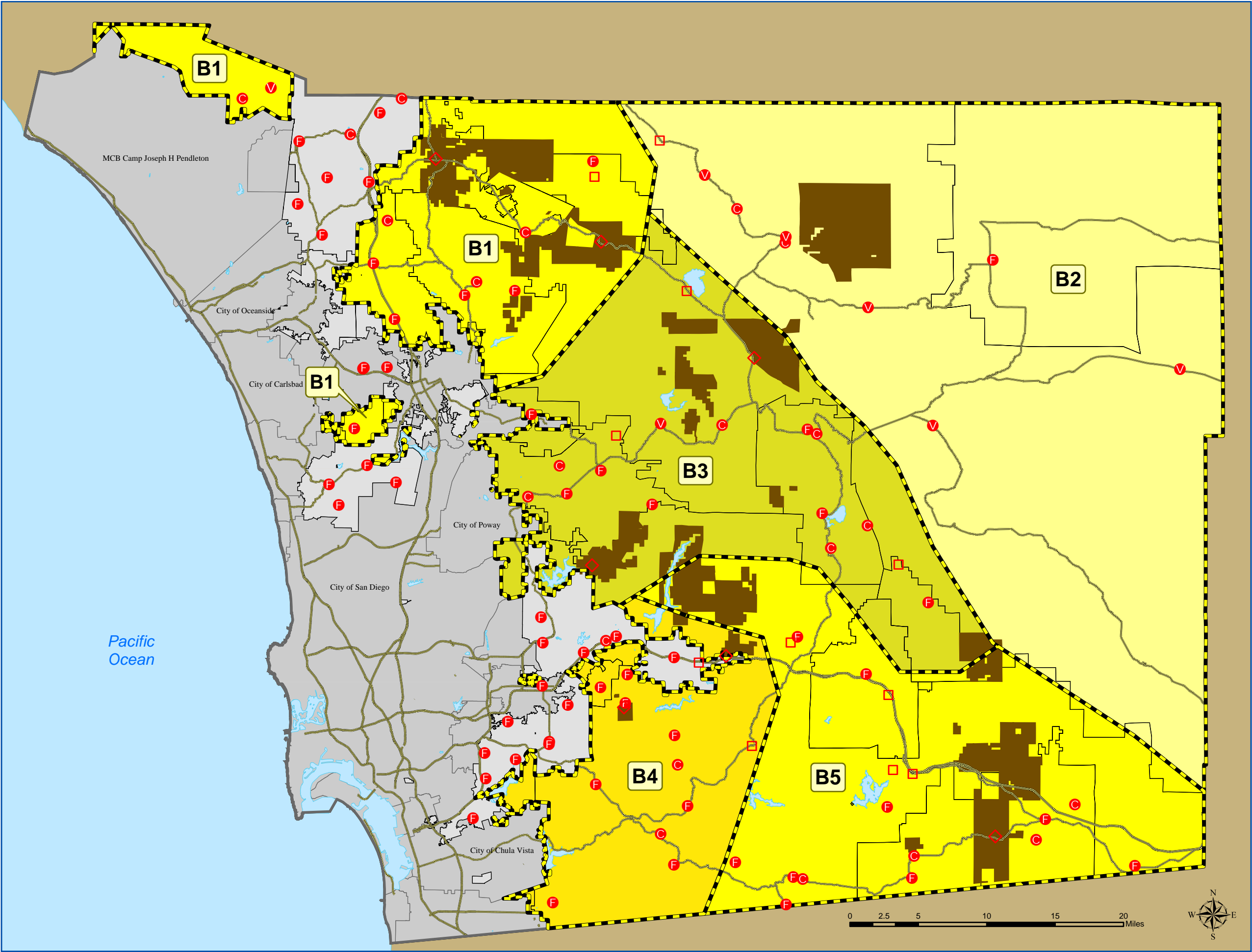
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MAP 3

Phase I Battalion Areas



Phase I: Battalion Area

- B1
- B2
- B3
- B4
- B5

Tribal Reservation Land

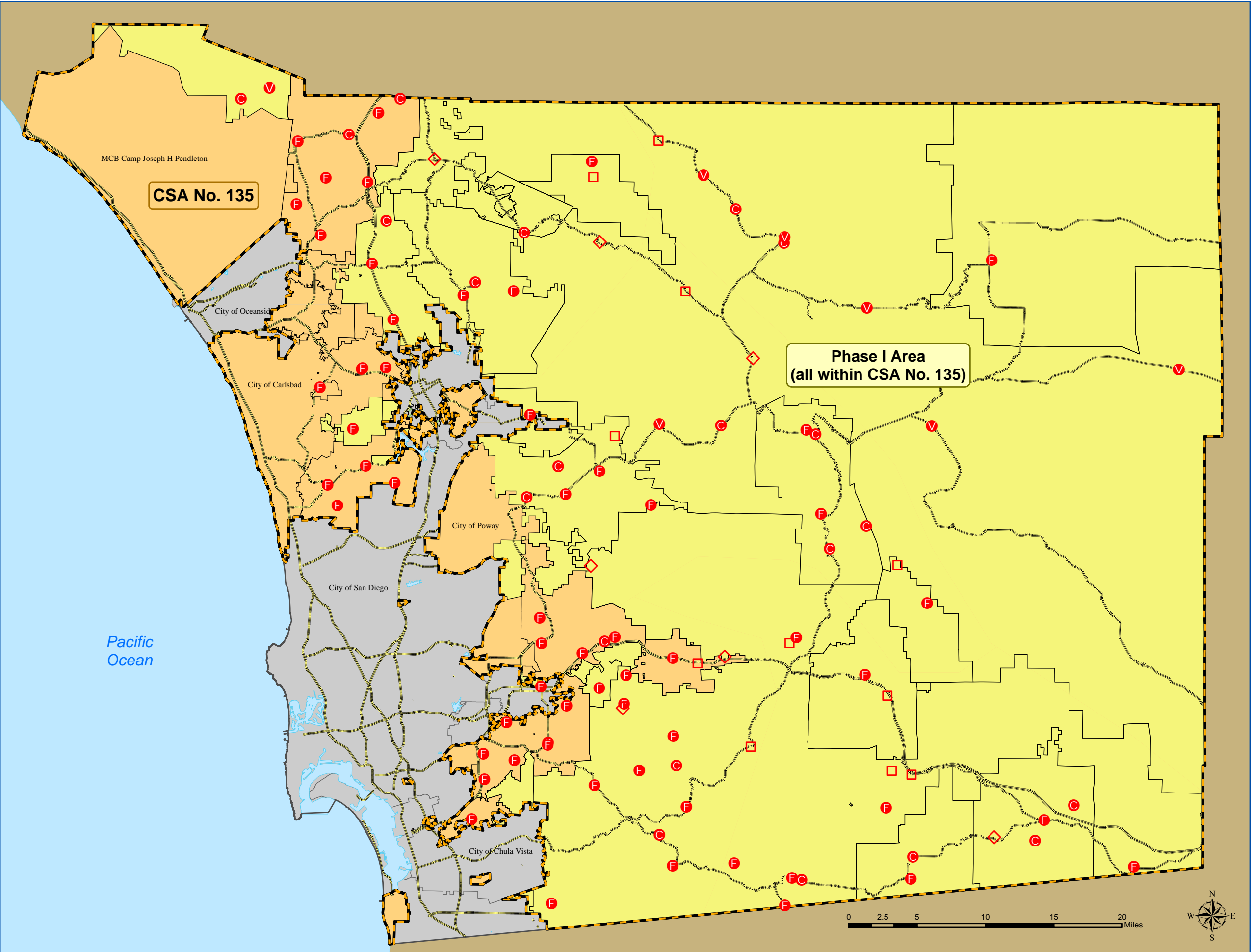
Fire Stations (unincorporated)

- Fire Protection District
- Volunteer Company
- CDF
- USFS
- Tribal Authority

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MAP 4

Phase I Area within CSA No. 135 (San Diego Regional Communication)



Phase I Area

CSA No. 135

Fire Stations (unincorporated)

- F Fire Protection District
- V Volunteer Company
- C CDF
- USFS
- Tribal Authority

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**Conceptual Reorganization
of
San Diego County
Fire Services**

**Prepared by the Department of Planning and Land Use
Gary L. Pryor, Director**

**As requested by the Local Agency Formation Commission
on November 17, 2006 and January 17, 2007**

Submitted January 22, 2007

ATTACHMENT 1

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Conceptual Reorganization of San Diego County Fire Services

I. BACKGROUND

Following the fires of 2003, the San Diego Regional Fire Prevention and Emergency Preparedness Task Force and the Governor's Blue Ribbon Fire Commission both recommended improvements in Fire Operations and Fire Prevention. The Local Agency Formation Commission (LAFCO) Task Force on Fire Protection and Emergency Medical Services also recommended improvements in the County Fire Services. Unserved (unfunded) and underserved (under funded) areas of the county were initially identified by the Task Force, as priority areas for intervention followed by a consolidation of Fire Agencies within the unincorporated areas of the county. The area to be considered for fire protection was expanded by LAFCO to include the entire unincorporated area of San Diego County.

In an election held November 2004, the voters in the unincorporated area responded overwhelmingly to support the concept of consolidation of unincorporated fire agencies to enhance fire protection. The San Diego County Board of Supervisors placed this measure on the ballot under the premise that existing funding would be utilized to support the new agency. The new fire organization would be under the leadership of one chief and thus reduce the number of small fire agencies and promote strong leadership in emergency management. Subsequent to the vote, the Board of Supervisors tasked LAFCO to develop fire protection options for the County through consolidation or reorganization of agencies.

A. Fire Agencies and Funding History

Today 18 cities, 16 fire districts, 5 water districts, 7 CSA's, 7 volunteer fire departments, the federal government and the State of California currently provide fire service within San Diego County. The State, through the California Department of Forestry and Fire Protection (CDF), provides and funds wildland fire protection for state responsibility areas. The Federal Government, through the US Forest Service, provides and funds wildland fire protection on national forest lands. Within the State of California there is no legal mandate for local government to provide fire protection. In the unincorporated areas of the county, communities have formed special districts or volunteer agencies in most areas to provide structural fire protection (See Appendix for LAFCO Phase I Area Fire Stations).

Prior to 1978 and the passage of Proposition 13, as communities grew and developed, the citizens would tax themselves through property taxes for fire protection, schools, roads, law enforcement and other needed services. First, a community would establish a volunteer fire department. As the community grew, the fire department would transition from volunteer, to a paid call or paid reserve, to a career department. Historically, volunteer fire fighters lived and worked within the

same community. This pattern is changing today within our region, as people are living in one community and working in another. Today, career and reserve firefighters often provide personnel for weekday response augmented with volunteer firefighters at night and on weekends. Prior to 1978 Fire Protection budgets were developed according to the level of service that a community desired and property tax rates were adjusted to generate necessary revenue. Districts formed after 1978 have limited property tax revenue.

Proposition 13 has led to the creation of two distinct levels of fire protection within our County. Predominately, the fire agencies with adequate funding are Pre-Proposition 13 Districts and those without adequate funding are Post-Proposition 13 agencies. Post-Proposition 13 agencies have often relied on special taxes or assessments requiring a 2/3 majority for passage to provide minimal fire service funding. Generally, the fire agencies with adequate funding have adequate service levels, as defined by the Insurance Services Office, while the fire agencies without adequate funding do not have adequate service levels. With every new development in an adequately funded fire agency's jurisdiction, service to the whole community improves. The opposite effect occurs with every new development in an under funded fire agency's jurisdiction, as service to the whole community declines.

B. Organizations in the Proposal

1. County of San Diego

The mission of the County of San Diego is to provide the residents of the county with superior County services in terms of excellence, timeliness and value in order to improve the region's quality of life. To achieve its mission the County provides a full range of public services including, but not limited to, police protection, corrections, health, recreation, fleet acquisition and maintenance, public works, purchasing and contracting, land use and tax collection

Current County Contract Fire Services

The Department of Planning and Land Use (DPLU) has an established Fire Enhancement Program, as authorized by the Board of Supervisors. A total of \$8.53 million has been assigned to various rural departments including volunteer fire companies, county service areas and fire protection districts. The existing program has multiple goals to elevate the existing fire service in rural communities. The goals are completed or in progress and include:

- Volunteer fire company (VFC) support through funding, training and grant consideration
- Improve Communications and Command and Control capabilities of rural fire agencies, including activation of Mutual Aid and Automatic Aid
- Improve homeowner insurance opportunities by lowering Insurance Services Office community ratings over time that lowers insurance costs
- Replace an aging fire fleet in rural communities

- Establish fire safe land use projects that provide for appropriate defensible space, eliminate commingling of vegetation, provide water supply, require fire resistive construction and secondary access
- Establish a staffing combination that equates to three persons per engine through a combination of permanent and volunteer/reserve personnel
- Expand the ongoing hazard abatement program with CDF, USFS, BLM and fire protection districts
- Provide Geographic Information Services (GIS) mapping to rural fire agencies

DPLU has ordered fire apparatus anticipated to be delivered between February 2007 and May 2007. Currently the County has ordered 16 pieces of apparatus with 5 additional pieces of apparatus planned for ordering in the spring of 2007. These are being ordered through County Fleet Maintenance and will be titled and maintained by County Fleet Maintenance. Standard apparatus models are used for cost effective maintenance and effective use of apparatus of the same type for all fire stations, where possible. The apparatus will have a basic complement of equipment that will be a standardized issuance for all engines and watertenders. The priorities for identifying apparatus have been based on a "Regional Needs Assessment" voted on by all participants, including volunteer fire companies, fire protection districts and CSA's that are not receiving funding for staffing through a County/CDF agreement. Funding has been consistent for two years to continue to replace an aging fire apparatus fleet used by rural fire agencies.

The County has entered into direct and indirect "Amador" contracts with CDF. Currently, by County Amador Agreement, CDF staffs 10 fire stations during a 5 month "winter period" that keeps CDF stations operational on a 24 hour response basis. CDF personnel operate CDF engines and respond to all emergencies in their area of response. CDF personnel are trained and equipped to respond to structural fires, vehicle fires, hazardous materials responses and emergency medical response, as any other fire agency in the county. CDF maintains an Emergency Medical Technician (EMT) minimum level of capability on all apparatus. CDF responds in partnership with adjacent volunteer fire companies with their structural apparatus to eventually attain the best fire insurance rating possible for rural communities in the unincorporated area of San Diego County. An additional feature of the Amador program is that CDF will backfill stations with other engines, if an engine working a response anticipates being committed for more than 45 minutes.

The County program has coordinated funding for additional staffing in specific fire protection districts in the unincorporated areas. A partnership has been created among the County, CDF and certain Districts. The following bullets summarize staffing levels enhanced through the County's program:

- San Diego Rural (FPD) received supplemental funding increasing the fire district's staffing level to two permanent personnel and one volunteer firefighter at two fire stations, rather than one, through CDF contracts.
- Valley Center (FPD) received supplemental funding increasing the district's staffing level to two permanent personnel and one volunteer/reserve firefighter at two fire stations, rather than one career firefighter, through existing CDF contracts.
- Deer Springs (FPD) received supplemental funding increasing the district's staffing level to three permanent personnel from two permanent firefighters at two fire stations through existing CDF contracts.
- Julian-Cuyamaca (FPD) was offered and did not accept substantial supplemental funding that would change the district's volunteer staffing level to three permanent personnel at one fire station supported by an integrated volunteer fire program at two stations through CDF contracts (pending negotiations).
- Pine Valley (FPD) has been offered supplemental funding that would change the district's staffing level to two permanent personnel and one volunteer/reserve firefighter at one fire station, rather than a total reserve and volunteer program, through a CDF contract (pending negotiations).

The DPLU program has assigned funding to volunteer fire companies to assist with operational costs in the most rural or isolated communities in the county. Funding has been used to pay for insurance (liability and workers' compensation), fuel, administrative costs and other fire related costs. The DPLU program provides for two CDF training captains to coordinate a regional approach to fire and emergency medical training. These personnel serve as coordinators to assure training is accomplished, records are maintained and future training needs are identified for each volunteer fire company. The coordinators build upon what training program exists today, rather than converting volunteer programs to only one accepted program.

DPLU has added a total of seven staff positions in addition to the \$8.53 million that has been authorized for rural fire protection. These positions provide for coordination of contracts, negotiations for new contracts, payment of bills, grant writing (application and support), purchasing of fire apparatus and equipment, training oversight and GIS mapping support of volunteer fire companies and member fire protection districts. DPLU personnel remain responsible to review single building plan checks, grading plans, sprinkler plans and fire protection plans. Additionally, staff members review discretionary projects for new development in the unincorporated area both inside and outside of fire districts. DPLU staff also provides code enforcement responsibility for weed abatement in the unserved areas; CSA's and specified fire districts. Another related vegetation management program managed by DPLU is the Fire Safety and Fuels Reduction Program responsible to remove dead, dying and diseased trees in over 200,000 acres of mountainous areas in San Diego County.

Another function of the DPLU Fire Program personnel is to be able to perform "Damage Assessment" for all emergencies in the unincorporated area of San Diego County. This type of assessment includes damage for fire, flood, earthquake or other disaster affecting the County. Personnel also serve as a liaison to the fire agencies through the Area Fire and Rescue Coordinator for major fire events.

2. California Department of Forestry and Fire Protection (CDF)

CDF is a modern, full service fire protection and emergency management agency that provides comprehensive fire protection. CDF is a wildland fire department organized under California Law to be responsible to suppress fires on lands where the State of California bears the cost for suppression efforts. This land is known as State Responsibility Area (SRA) and comprises approximately 1.4 million acres in San Diego County. CDF's mission, as directed and authorized by the State Legislature and statutes, is to provide contractual emergency service to local government throughout California, when requested. CDF provides more than 140 emergency services contracts with cities, special districts and counties in California. Service levels vary from prevention personnel, to dispatch only, to winter and full service fire protection agreements that include paramedic service. These services are mutually beneficial and provide for the level of service that each agency desires and can afford. Two major contract options are available to local government agencies, as established by the Public Resources Code (PRC) Sections 4142 and 4144.

PRC 4142 Agreements, sometimes referred to as "Schedule A" agreements, are the mechanism that allows CDF to provide routine structural fire protection and rescue service by contract on an annual basis. CDF employees drive local government apparatus and are usually stationed in local government facilities. Local governments agree to a specific level of service regarding personnel per engine, stations to be staffed, Emergency Medical Service (EMS) level, operating expenses including fleet replacement and administration/organizational structure. Under this contractual relationship, the first contract is generally required to be for three or more years. The length of this first contract allows CDF to recoup costs of hiring and training personnel entering state service as new hires or as "blanketed-in" or absorbed into state civil service. Safety employees must be CDF employees. "Non-safety" employees may work for CDF, but they may actually be local government employees. Currently, CDF will only enter into a full service fire protection agreement, if there will be two or more permanent CDF fire personnel on an engine. CDF no longer allows a station engine to be staffed by one permanent CDF fire employee supplemented by volunteers or reserve firefighters.

A PRC 4144 contract, also called the "Amador Agreement", is a contractual relationship that allows CDF to provide fulltime structural fire protection and life safety services during the winter months of the calendar year. This option exists

because not all CDF fire stations are staffed for emergency dispatch on a 24 hour basis during the winter. Generally, CDF wildland engines and personnel are utilized at existing CDF facilities. However, local government apparatus and local government facilities (if near a CDF Station) may be staffed for emergency response 24 hours/day during the contractual period. CDF prefers to have Amador staffing on structural or brush engines to be similar to the 3 person staffing per engine required during the "fire season". Costs are shared between CDF and the local government with assigned CDF permanent personnel base salaries paid by the State. The local government pays for non-permanent or "seasonal" employee salaries and benefits plus planned and unplanned overtime for the permanent employees. Six personnel are usually assigned to an Amador Engine to meet staffing commitments. The Amador Agreement is designed to allow local government to take advantage of existing CDF resources and maintain a higher level of fire protection on a year-round basis.

CDF is responsible for all employee personnel matters including workers' compensation in either of the contracting options listed above (PRC 4142 or PRC 4144). CDF management through the unit chief and other chief officers are contractors providing service to a local government. The chief or a designee reports to the elected or appointed body of the local government agency. Operational funding matters and staffing levels are addressed at public meetings of the public body responsible for fire protection in a designated community. CDF does not have the ability to negotiate salaries or benefits with a district, as salaries and benefits are negotiated or assigned at the state level through CDF and other State departments. Due to its statewide service boundary, CDF is able to take advantage of economy of scale savings and share this savings with local agencies.

CDF employees are experienced and receive professional training in all types of fire suppression (structural, vehicle, wildland). They are trained to the Emergency Medical Technician or Paramedic level and trained and possess experience in Hazardous Materials incidents and many other specialized emergency responses. CDF may work with or supervise volunteer or reserve firefighters. However, all fulltime permanent safety personnel must be State employees to avoid two different payment scales for the same service by employees.

CDF San Diego has 18 fire stations, 4 Conservation Camps, 1 Air Attack Base, 33 fire engines and 4 bulldozers in the State funded unit. CDF has 21 fire stations, 32 engines, 5 Watertenders, 4 rescue vehicles and 2 ambulances within the Schedule A contract program for local fire protection and EMS. CDF serves as the Office of Emergency Services Area Fire and Rescue Coordinator by election, to facilitate response to emergencies in San Diego and throughout the State of California under the Mutual Aid System. The CDF Emergency Command Center is co-located with the Cleveland National Forest for dispatching services in San Diego, Riverside and Orange Counties. Dispatchers

are cross-trained to assist with dispatching needs of either agency, as large or multiple events occur. CDF is one of the largest fire departments in the county and the state.

II. IDENTIFIED FIRE PROTECTION PROBLEMS IN SAN DIEGO COUNTY

A. Fire Code Applications Enforced to Different Levels

Over the past 80 years more than 16,000 homes have been destroyed by wildland/urban interface fires in the State of California. Unfortunately, San Diego County accounts for over 20 percent of this total statewide loss.¹ Of this overall countywide destruction, the unincorporated area of the county accounts for the greatest percentage. History has shown that defensible space, enhanced building construction, proper access, and an adequate water supply substantially reduces the number of structures destroyed by wildland fires. Even though the 17 county fire districts and the County of San Diego have adopted more stringent requirements for building in the wildland/urban interface, these codes are not uniformly enforced.²

B. Land Use and Commingling of Vegetation

As the population of our state and region continues to increase, the demand for housing continues to increase. This need for housing is pushing more and more development into wildland/urban interface areas. Competing interests of habitat preservation and land development have also inadvertently increased the wildland/urban interface fire problem. Developers, striving to increase their return on investments and County regulations, are setting aside open space areas within developments rather than purchasing open space offsite. This is leading to the commingling of vegetation and dwellings, thereby increasing the difficulty of structural protection during a wildland fire. At the same time, commingled habitat oftentimes does not create the most desirable habitat for all species.

C. Fire and EMS History

The fire service was founded to combat catastrophic events that impacted the lives of our citizens. Initially, fire service agencies only responded to fires with a priority of protecting insured properties. Today, the fire service has evolved into a full service emergency delivery concept. Studies have shown that more than 80 percent of all responses are to emergency incidents other than fires. Emergency medical responses have become the greatest service demand upon fire agencies. Medical emergencies cannot be mitigated through more stringent codes. Direct intervention by a trained individual needs to occur within a given period of time to obtain the

¹ San Diego Regional Fire Prevention And Emergency Preparedness Task Force, Oct. 2004

² *ibid* p.53

greatest lives saved rate. Not all personnel are trained to the same EMS level of training and there is **no assurance** that **medical first responders can always** be available to **respond** in rural areas **immediately**.

D. Topography and Fuels (Vegetation)

The alignment of many or most major drainages (mountains and valleys) in San Diego County is Northeast to Southwest. This arrangement is supportive to Santa Ana winds and increases the wind velocity, while channeling the wind from the high-pressure areas to low-pressure areas. When a fire occurs under Santa Ana Wind conditions, fires have the potential of entering and burning into communities for long distances causing extensive damage.

The vegetative fuel in San Diego varies from grass to brush and timber. During drought periods, like those recently experienced, the brush and timber is stressed, becomes more volatile or susceptible to burning and often dies. The stressed timber becomes weak and susceptible to bark beetle infestation. Stands of dead trees become predominant and the fire threat is increased significantly. In many areas, the brush responds to drought like timber, creating vast acreage of dead brush with little habitat value. In many cases these areas of dead, dying or diseased fuels have not had a fire occurrence in over fifty (50) years. This abundance of dead vegetation can be a precursor to fires like the recent Cedar, Paradise and Pines Fires. Once rains return or become excessive, the grass crop grows rapidly through several growth cycles, creating excessive flashy vegetative fuels capable of transmitting the spread of fire in an extremely rapid manner.

Weed Abatement (Fuel Modification) Inconsistencies

San Diego County fire agencies are charged with the responsibility to educate property owners and residents of the need to provide adequate fuel modification around improvements. The fuel modification, when done correctly, provides defensible space for firefighters to work from and for improvements to withstand most fires without intensive fire service intervention. Fire agencies enforce weed abatement to different degrees for a variety of reasons. Some agencies hire companies for notification and eventual forced abatement, while other jurisdictions provide only minimal inspection programs and perhaps minimal or no forced abatement.

E. Communications or Command and Control of Resources

During the Cedar Fire, incompatible communication systems and technology often made it impossible for fire personnel to communicate with each other on the incident. Communications utilizing 700 and 800 MHZ systems had more difficulty than other systems in areas with mountainous terrain. Changes to these newer technologies with more difficult communications issues, were driven by the need for enhanced communication by fire and law agencies, coupled with the projected

elimination of some VHF bands traditionally used by emergency response agencies. The Substantially Similar Proposal prepared by the County Fire Chiefs' Association and Fire Districts' Association stated that reorganization into a regional agency should improve functionality and the coordination of fire service delivery countywide. A regional agency therefore should provide for better Command and Control of resources.

III. IDENTIFIED SOLUTIONS

A. Fire Code Applications

New Development to be DPLU responsibility for fire review

All new development should be coordinated and evaluated within the Department of Planning and Land Use for fire protection purposes. This change would enhance code application and provide greater consistency and efficiency. This concept supports the County effort to improve code consistency within the county. The urban/wildland building features of the fire code have been adopted within the County Building Code. By having plan reviewers, building inspectors and fire prevention staff all reviewing to the same standards, confusion is minimized within the development community. **This process has begun upon request in several fire protection districts and occurs in CSA's and volunteer fire company communities.** This solution addresses the San Diego Regional Fire Prevention and Emergency Preparedness Task Force conclusion in October of 2004 that fire codes were not uniformly enforced throughout the unincorporated area of San Diego County.

B. Land Use and Commingling of Vegetation

DPLU will continue to evaluate discretionary projects and individual building sites to a maximum degree. DPLU has taken the initial steps internally to work with project developers to provide safe development with minimal or mitigated fire impacts, while habitat is improved to a maximum degree. Coordination with environmental planners will continue and Fire Protection Plans will continue to be required and improved in accordance with Article 86A of the California Building Code. Flame lengths will be calculated based upon models and observed fire behavior. Approved consultants shall prepare Fire Protection Plans for discretionary projects for submittal to DPLU staff. Fuel modification shall be required to protect homes through defensible or survivable space that is supported by construction factors required by code or ordinance. This approach will minimize and in many cases eliminate future commingling of habitat and development and addresses another concern raised after the 2003 fires.

C. Fire and EMS Service Delivery

The County through action under Communications or Command and Control of Resources should enhance and reduce the medical emergency response times in an effort to save lives. The System would have a backbone of career fulltime personnel supported and augmented by volunteers and reserve staff. Fulltime personnel, supplemented by volunteer, reserve and paid-call firefighters, will respond to fires and medical emergencies, where this practice has not been fully initiated or has been less effective in the past. The County's contract fire agency, CDF and most of the volunteer fire companies have set a Firefighter I Emergency Medical Technician (EMT) level of training, as a goal for all employees. Fire and EMS training will be provided or coordinated for the volunteer personnel by permanent fulltime fire staff. An enhanced, better coordinated, assured and more timely response for fire and EMS incidents will be established through an expanded County administered fire program. This action addresses a common concern expressed after the 2003 "Fire Siege" stressing stronger fire service coordination and leadership.

D. Topography and Fuels (Vegetation)

The County will aggressively pursue inspection and forced abatement with fire agencies or areas that have no such program. The County Combustible Vegetation and Other Flammable Materials Ordinance #9633 has become the basis for this joint enforcement action. Local fire agencies today, lacking a basic weed abatement code or the ability to conduct forced abatement of hazards, may through adoption by reference and approval by the Board of Supervisors, create such inspection and abatement capabilities. Inspections of property shall be the obligation of the appropriate fire agency, while County Code Enforcement personnel shall manage forced abatement. Such partnerships have been in place in County Local Responsibility Areas like Campo, Boulevard, Ramona, DeLuz, Julian, Valley Center and Palomar Mountain. The County shall work closely with CDF, USFS and BLM to assure compliance with State Law and County Ordinance requiring fuel modification and clearance for 100 feet from structures or property lines.

The topography in San Diego remains unchangeable; however, fuels will be treated, where feasible, through prescriptive burning, mechanical treatment or other acceptable means. This action will require extreme coordination with the wildland fire and wildlife agencies to be effective, legal and cost efficient. This methodology applied to fuels management tackles another issue raised after the 2003 fires.

E. Communications Command and Control of Resources

1. Radio Systems

In 1995, the Regional Communications System (RCS) was created with alternate funding from County Service Area (CSA) 135. A major goal of the RCS is to

provide effective and reliable radio communications for routine intra-agency operations, as well as inter-agency communications throughout the region during mutual aid and disaster operations. The RCS is providing this service over a UHF 800 MHz frequency based system. The East Loop of the RCS is in the process of being enhanced, moving toward the same operational benefits as the western portion of the system utilized by most cities and fire protection districts.

In addition to the UHF band of frequencies there is the existing VHF band of emergency provider frequencies. The State of California requires VHF capabilities for all fire mutual aid fire chiefs within our state. Units coming from outside our region can use the VHF frequencies for common communications. This allows effective communication with resources coordinated by the County OES Fire and Rescue Coordinator on behalf of all agencies.

Unfortunately, agencies have migrated to one system or the other believing one system was sufficient. Due to budget constraints, some have neglected to keep or place both radio systems in their fire vehicles. Efforts need to be put in place to verify that one UHF and one VHF radio (mobile or portable) be in each fire going apparatus. This verification would ensure that the State OES Mutual Aid System criteria are accomplished, allowing direct communications with all equipment responding to any fire or other disaster. The County will pursue verification that multiple radio resources exist for fire agencies in San Diego County and assist with coordination and at times procure the appropriate VHF radios for partner agencies. This task treats another problem identified following the fires of 2003.

2. Establish the “Office of the Fire Warden” (OFW) Within the Department of Planning and Land Use.

It is suggested that the “OFW” would have two primary areas of responsibility. The first area of responsibility is the more traditional prevention and fire protection planning responsibilities associated with DPLU Fire Staff in a more expanded planning and land use role. The second area of responsibility would involve the existing administration of fire contracts with all partner agencies, but in a broader capacity with additional fire agencies in a larger regional organizational structure.

It is important to note that the creation of the OFW is not a required function, as the existing fire enhancement program in DPLU can continue as is, with a lesser service level to communities. As the County’s existing Fire Enhancement Program has expanded, fire protection planning service levels have increased on a voluntary basis (i.e. Borrego Springs, East County, Julian) reference building review. Similarly, weed abatement services through the County and wildland fire and land management agencies have been expanded voluntarily to include fire districts (i.e. Rural, Julian and Valley Center). Fire Service levels have also

increased through contracts with County DPLU. It is possible that the citizens of the county can be better served with a stronger program under the OFW.

a) OFW Land Use Element

As growth and development within the wildland/urban interface continues to expand, so does the need of a central County Fire Prevention Program. The proposed area of jurisdiction for this function would include the entire unincorporated area of San Diego County, in a similar manner that the Building Division of DPLU serves the entire unincorporated lands. Existing plan review for fire protection conditions on single family development and discretionary projects on unincorporated land outside of fire protection districts would be expanded to include all fire protection districts. Fire Marshal personnel in districts would work with the County Fire Staff or within the County system to provide consistent project review. It is important to recognize that this service level change can be phased and will require a transitional period of time dependent upon the functions that are transferred to the County.

It is intended that by establishing the OFW, a single Fire Code will be adopted for the unincorporated area of the County. As a part of that process, a single fire appeals process would also be established. This process will involve the expertise of existing and future fire marshal positions, but brings the appeal process solely to the County to again provide consistency of fire code applications throughout the unincorporated area. The workload for this process will be transferred from the local fire personnel to the County. Individual property owners and developers will have one shop to visit regarding fuel abatement, sprinkler plans, fire building conditions, fire protection plans, grading plans and complaints

b) OFW Contract Fire Administration and Service

The service area to be included in a County OFW Program should be all Phase I fire agencies with the **exception** of Ramona Municipal Water District, as this district appears to have financial sufficiency and is part of the CDF fire system. It is recommended that Ramona Municipal Water District be moved to a Phase II agency with LAFCO. It is desirable for the existing fire protection districts having partnerships with the County to become part of a new organization, but it is not a mandatory action that their autonomy be dissolved. It is possible that these partnering fire districts may be deferred to a later Phase of this action and may never need reorganization by LAFCO. They could continue to operate in full cooperation with the County without dissolution. These current districts include Deer Springs, Valley Center, San Diego Rural, Pine Valley and Julian-Cuyamaca. It is however, strongly recommended that all LAFCO Phase One CSA's,, volunteer fire companies

and unserved areas be included in this first reorganization step and become part of a new or proposed County Service area.

The principle responsibilities of the OFW in this capacity will be to provide support to the volunteer fire companies and partner fire districts, prepare master fire budgets, administer service contracts, perform specified vehicle maintenance, manage coordinated fire apparatus purchases, provide oversight/damage assessment for large incidents and as previously stated, administer the County's Fire Prevention (Fire Marshal) Program. Support to the volunteers includes such activities as administration, master planning, mapping and coordination. Training, operations and supervision of volunteers will be the responsibility of the contracting agency. Support to partner fire districts includes financial supplements for personnel, equipment, facilities and operations.

Administering and implementing fire protection service contracts primarily involves the contract fire agency administration (CDF) with oversight and coordination by the future OFW. The County will require a minimum number of positions to complete the administration of potential new contracts. Partner agencies will work with the County's contracting agency (CDF). The County OFW (DPLU Fire today) and its Contractor (CDF) have sufficient background and expertise to complete the offering of full service protection in a contractual manner in designated locations. The future County Office of the Fire Warden and its contractor (CDF) would require six to twelve months to be fully operational with permanent personnel in all contracted areas. The County anticipates a transitional period of 12 to 18 months to bring a reserve firefighter workforce to fruition in all designated volunteer facilities.

County OFW delivered fire protection and emergency medical services would be structured where the Office of the Fire Warden will be the "Contract Administrator" for all fire and EMS contracts. CDF will be the "contractor" to provide fire and first responder EMS service equivalent to or better than existing service provided today. Improved service delivery will be accomplished through increased staffing, strong administration and enhanced response coordination through dispatch services. Existing permanent fire "safety" personnel would be considered for blanketing (absorption) into permanent state service with CDF. Existing "non-safety" personnel may be absorbed by the County OFW and may work at existing work locations, where possible

The County would continue to subsidize existing contracted agencies and expand contracts to all fire agencies within the Phase I program as described above, through the Office of the Fire Warden. It is anticipated that Exclusive Operating Area (EOA) contracts may be transferred to the County Office of the Fire Warden, unless local fire districts can efficiently maintain those responsibilities in cooperation with County OFW (DPLU-Fire). DPLU through

the OFW needs to work with HHSA-ESD to gain their support to move forward in the EOA field of operations to enhance EMS service. The OFW will work and partner with the HHSA-ESD to assume management/supervision of operations and contracts with the service provider/contractor in partnership with the County's contract agency (CDF). This assumption will require a transitional period to be coordinated with HHSA-ESD and CDF. The County OFW would continue to improve EMS response by working with the contracting fire service agency and HHSA-ESD to eliminate duplication of costs and provide a coordinated response through ambulance provider and first responder fire personnel

Existing volunteer fire companies and reserve firefighters would remain an integral part of the contractual fire protection services. Many of the Volunteer fire stations are owned and operated by private non-profit corporations. These corporations could continue to exist and support the volunteer effort. They will also provide secondary support apparatus and station coverage in the rural communities, when requested. Some communities with volunteer fire companies will not have the benefit of fulltime fire personnel due to the limited emergency response needs and remote locations. It is anticipated that an active countywide reserve program with company officers will in time augment the existing volunteer workforce in specific rural communities. A volunteer/reserve firefighter association should be created in the near future to allow communication to occur from the general volunteer/reserve membership to CDF and the OFW.

IV. RECOMMENDATIONS:

A. Governance

If LAFCO named the County as successor to the fire agencies and organizations in Phase I, one boundary should be created to encompass all fire jurisdictions. In that respect, per LAFCO direction and intent, all existing districts and service areas should be dissolved by LAFCO and replaced by activation of latent fire and EMS powers within County Service Area (CSA) 135 (Regional Communications System) or another CSA. All Phase I fire agencies, including volunteer fire companies in unserved areas, would be incorporated within CSA 135 or other CSA. The latent powers would not be activated within cities or fire districts that are not part of the Phase I fire agencies, as identified by LAFCO. However, as mentioned in the preceding section, it may not be necessary to dissolve existing fire protection districts in partnership with the County, as long as regional fire cooperation continues.

The existing advisory board of CSA 135 would need to be evaluated for effectiveness and modification to meet the new obligations of the CSA. The advisory board may need to be recreated to include all Phase I fire and

communication needs or if possible, a second advisory board should be established for all fire matters within the fire and EMS jurisdiction of CSA 135. If a second advisory board is possible, this board should consist of five or more appointed members to represent all affected areas. This advisory board would act much like the current Planning Commission in managing CSA affairs in cooperation with County OFW (DPLU-Fire) staff. The Board of Supervisors will remain the governing body for the new or existing CSA 135 and its advisory board. The Board of Supervisors shall maintain the right to intervene and change any course of action taken by the advisory board at anytime. The Board of Supervisors shall appoint members to the advisory board and determine the appropriate number of appointed positions to be made by each elected Board member. The Board of Supervisors may appoint two elected Board members to serve on this new advisory board. The current LAFCO Fire and EMS Task Force may be replaced with this new CSA Board. This would be an efficient transition, especially if LAFCO deems that Phase II may not be realistic or is best served by a Joint Powers Agreement or by Phase II agencies voluntarily joining the CSA for fire protection services.

Community advisory groups should be created by region to make recommendations to the advisory board on fire and EMS matters. The regional boundaries for these advisory groups can be similar to existing Planning Groups. Appointments to these groups can be made by the Board of Supervisors or by election.

1. Facilities

Currently, a varied range of interests own fire stations and apparatus. Within fire districts, the fire district owns the stations and apparatus, as a public entity. CDF, also a public entity, owns their stations and apparatus. The volunteer fire companies are not public agencies; rather they are private non-profit corporations. Ownership of the fire stations and apparatus varies by agency. Private corporations own some of the stations and apparatus, while the County of San Diego owns others. In some cases there is dual title to the apparatus.

The stations and apparatus that are currently owned by the private corporations could continue to be owned by the non-profit. These non-profits would continue to be responsible for maintenance and other costs associated with ownership. Likewise, the County will maintain those stations and apparatus that are owned by the County. If a Fire District were dissolved then those assets would become County assets and be maintained by the County. The existing District budget would be applied to maintaining the transferred assets. The basic premise is that if it is public money, then it is a public asset.

2. Ambulance Service

It is recommended that all Exclusive Operating Areas (EOA's) remain in place. All EMS management for the EOA's should be moved from the existing districts or other fire entities in Phase I and be transferred to the County DPLU –OFW or

HHSA, unless by mutual agreement between the County and a remaining fire protection district, that the FPD shall retain that responsibility. The County Board of Supervisors will determine when the County DPLU-OFW or HHSA will assume EOA's. The OFW will be responsible to administer all DPLU fire contracts, as well as existing fire protection and EMS contracts, as required of fire protection districts or CSA 's today, if assigned by the Board of Supervisors. No change is proposed for the existing practice of the Health and Human Services Agency – Emergency Services Division (HHSA-ESD) to establish recognition and approve EOA's. The OFW will work with the HHSA-ESD and assume management/supervision of operations and contracts with the service provider/contractor, as appropriate. The service provider can be a private ambulance company as it exists in some areas today or the service provider can be the CSA fire agency via a contractual arrangement.

B. Phasing Plan and Participating Agencies

In order to improve the emergency response service in the entire unincorporated area of the County, basic steps in reorganization must be implemented. Some other choices may be considered optional tasks to improve service, but are not a requirement for improved success for emergency service delivery. The County has a Fire Enhancement Program in place that can be built upon through several steps or options. Dissolving all proposed Phase One departments per LAFCO's original course of action is certainly a way to ensure maximum success. However, through a blended and less intrusive approach to reorganization, service levels can be improved through a continuous phased approach to include agencies for future membership consideration. This requires continuous evaluation and reporting of success to both LAFCO and the County. Partnerships can be created in a voluntary manner in many cases, but occasionally difficult decisions deemed unfavorable to some fire agencies may ultimately need to prevail. Such actions would only be required; if fire service evaluations indicate service levels in uninvolved Phase I departments are not meeting expectations. A combination of steps may be acted upon by policy makers at their discretion.

1. Phasing Concepts - Option 1

STEP 1 (Year 1 Proposed)

All unserved areas and underserved Volunteer Fire Company communities in the unincorporated portions of the County will become part of one CSA (CSA 135 possibly).

Create and appoint a regional advisory board for the Fire portion of the CSA and the accompanying sub groups of the advisory board.

All existing CSA's in the LAFCO and County Phase 1 area are replaced and become part of the new CSA (CSA 135 possibly).

All existing Fire Protection Districts that are part of the existing partnership or future partnership with the County remain in place and will continue to work with the County Program (OFW or DPLU – Fire).

After one full year of implementation, the County staff (OFW or DPLU-Fire) through the advisory committee will report to LAFCO and the Board of Supervisors on success and difficulties with the new CSA program.

Any fire protection district may choose to become part of the CSA, if they request such action of LAFCO. Costs for dissolution and annexation should be borne by the County.

A mandatory report and recommendations on the new CSA Program will be completed by County Staff (OFW or DPLU-Fire) for LAFCO and the Board of Supervisors. Recommendations can be to have the CSA and partnerships remain in place as they exist due to desired success, or the recommendations can lead to Step 3 if the program is deemed unsuccessful and does not meet the desired intent of LAFCO or the Board of Supervisors.

STEP 2 (As required)

By fire protection district desire or by action of the Board of Supervisors and LAFCO, existing Phase One Fire Protection Districts would be dissolved and become part of the CSA (Proposed CSA 135).

County Staff (OFW or DPU-Fire) shall continue to provide annual reports to LAFCO and the Board of Supervisors on the success of the CSA Program. County Staff shall make recommendations for success or change based on evaluation of service.

County Staff (OFW or DPLU-Fire) shall prepare a critical report on the operation of the new CSA (probable CSA 135). An outside agency may be considered to work with staff or independently to prepare this report. In the event the CSA is not performing to expectations, County Staff will make recommendations in their annual report that considerations should be made for a stronger level of service, which could include creation of a new fire protection district or County Fire Agency.

STEP 3 (As required)

LAFCO should examine Phase II agencies and the County for operational success and consideration for service delivery improvement. The evaluation could lead to discussions leading to allow Phase II agencies to remain in place or to consider more options for reorganization involving those districts.

2. Phasing Concepts - Option 2

LAFCO to implement original plan for reorganization, as set forth by Board of Supervisors. (Formation of a new Regional Fire Protection District).

V. PROPOSED ENHANCEMENT

LAFCO and the County should consider creating the "Office of the Fire Warden" and this office will hire limited additional staff to support administration needs. A total of four or five permanent positions are anticipated for hiring, along with one student worker. The new Classifications within the OFW are: Administrative Analyst I, Fire Code Specialist, Fleet/Facilities/Equipment Officer and one unnamed support position for contractual compliance. The cost for County OFW positions are not identified in this proposal.

LAFCO and the County should consider expanding contracting for fire services with CDF. The focus of this operational proposal is to improve the unserved and underserved areas of the County, as defined by ISO class. Those areas of the County that fall below an ISO classification of 7 are the specific focus. Specifically they are the areas with an 8, 9 or 10 rating. **If ISO ratings (Grading Schedule) are improved due to assured engine company response, the emergency medical response will be improved at the same time.** Departments with existing ISO ratings of 7 or better will receive improved emergency response and coordination through a stronger regional organizational structure whether formally or informally. A more expansive and defined Command and Control process will be set forth in all cases. Creation of a single point of governance along with support of Volunteer Companies and ensuring a year-round career presence will meet this goal. Opportunities to accomplish this goal exist with CDF.

The funding for the Office of the Fire Warden may be made in one appropriation or in a Phased allocation.

Advantages to phasing are:

- Hiring new personnel can be better accommodated by the contractor.
- A reserve firefighter academy can be established utilizing existing facilities.
- Reserve firefighter recruitment may begin and training can be offered on an academy style basis over a period of time.
- An inventory and audit of resources and budgets, including debt service, can be completed prior to a final implementation.
- Funding by the County may be spread over two or three years.(Two is recommended for phasing)

Disadvantages to phasing are:

- Funding impacts are not fully known, if appropriated over multiple fiscal years.
- Complete implementation would not be targeted for a one year period.

- The complete reorganization would take longer for some fire agencies compared to other agencies.
- Volunteer fire companies would not receive maximum support by the County in the earliest amount of time.

VI. FUNDING REQUEST FOR THE ENTIRE PROPOSAL

The County has already allocated \$8.53 million toward the Fire Enhancement Program. Additional funding required to complete enhancement for all Phase I fire agencies has a cost of \$4.5 Million. Staffing will be accomplished by establishing 3 persons per engine utilizing permanent CDF personnel and reserve/volunteer firefighters.

A general breakdown of planned improvement requiring funding is as follows:

Borrego Springs FPD: Add permanent battalion chief + engine staff	\$771,191
East County FPD: Add engine staffing	\$900,000
South/East County Area: New Division Chief and Battalion Chief	\$376,435
Warner Springs CDF: New Schedule A (requires engine)*	\$619,978
CDF Mt. Woodson: New Amador Agreement	\$191,959
CDF Support Staff (Administration/Operations)	\$389,000
Reserve Staffing Costs (Stipend)	\$1,000,000
Training and Facility Operations/ Maintenance Cost	<u>\$251,437</u>
TOTAL	\$4,500,000

Total New Funds Required = \$4.5 Million*

Current	\$8,530,000
Total	\$13,030,000

*NOTE: An additional cost for the new DPLU-OFW staff is required and is not identified as part of the Total New Funds listed above. Funding may be required for an engine.

VII. CONCLUSION

There are five elements of an emergency: event, response, recovery, mitigation and prevention. Likewise, there are five elements in the fire problem within our County. **Events** will always occur regardless of how hard we try and prevent them from happening. The **response** is the operations portion of the emergency delivery system. **Recovery** is the actions necessary for a return to normalcy as before the event.

Mitigation is the action taken to permanently eliminate or reduce the long-term risk to human life, property and function from hazards. Fire **prevention** is the activity directed at reducing fire occurrence; includes public education, law enforcement, personal contact, and reduction of fire hazards and risks.

In order to address the fire problem in this region, these elements need to be applied. **Prevention, mitigation and recovery** are all **land use related activities**. These land use activities are all found within the Land Use and Environmental Group (LUEG) of the County of San Diego. Additionally, these activities support fire operations by reducing risk to fire fighters and citizens. Vegetation modification/clearance, automatic fire sprinklers and enhanced building construction may be used to mitigate the requirement of a fourth person on an engine.³ A coordinated approach between planning and response will make our county a safer place to live.

In an effort to minimize costs and enhance service, one needs to look at what is in place today and improve upon it. Rather than create an entirely new organization, *utilizing existing organizations and infrastructure would save time and money*. The County of San Diego has all the phases of government in place and the California Department of Forestry and Fire Protection has the operational elements of fire protection in place. Having each agency do what they do best through contracts and partnerships promotes a high probability of success.

³ NFPA 1710

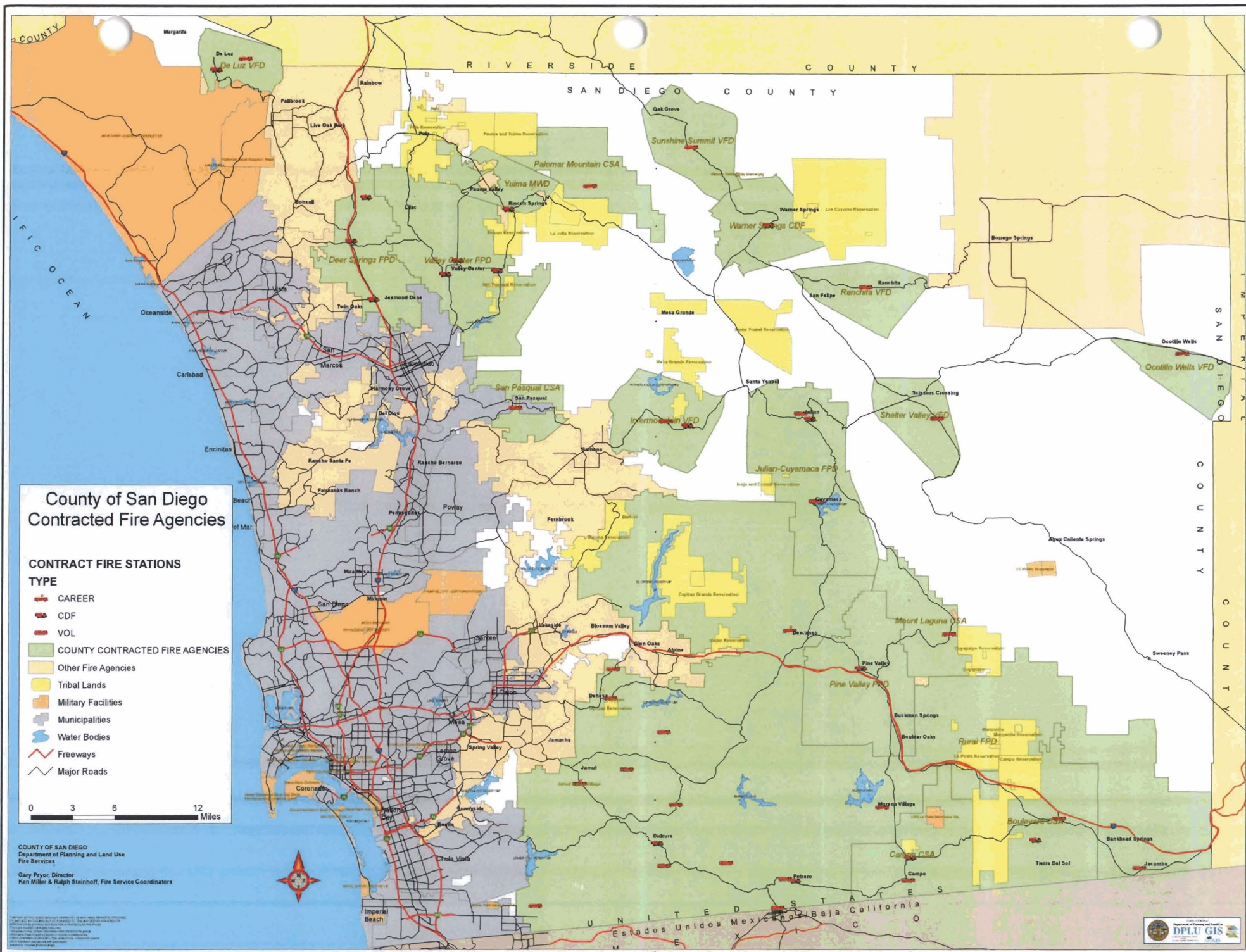
Fire Facilities Inventory Within Phase 1 Area

Agency	Volunteer Stations	Full Time Stations
Sunshine Summit	1	
Ranchita	1	
Ocotillo Wells	1	
Intermountain	1	
DeLuz	1	
Shelter Valley	1	
CSA 107 Elfin Forest	1	
CSA 109 Mt Laguna	1	
CSA 110 Palomar Mt	1	
CSA 111 Boulevard	1	
CSA 112 Campo	1	
CSA 113 San Pasqual	1	
CSA 115 Pepper Drive	0	
East County FPD		2
Deer Springs FPD		2
Julian-Cuyamaca FPD	2	
Borrego Springs FPD		1
Pine Valley FPD	1	
Ramona MWD		3
Valley Center FPD		2
Yuiama MWD	0	
Rural		
Sta 63 Lawson Valley	1	
Sta 64 Donovan		1
Sta 66 Jamul		1
Sta 67 Otay Mesa	0	
Sta 75 Dehesa	1	
Sta 76 Harbison Cyn	1	
Sta 77 Deerhorn	1	
Sta 64 Lee Valley	1	
Sta 78 Dulzura	1	
Sta 79 Tecate	1	
Sta 80 Potrero	1	
Sta 82 Lake Morena	1	
Sta 85 Descanso		1
Sta 88 Jacumba	1	
Totals	25	13

Fire Facilities Inventory Within Phase 1 Area

California Department of Forestry	Amador Stations	Seasonal Stations	Camp	Air Base
Rainbow			1	
Red Mt		1		
DeLuz	1			
Miller	1			
Valley Center	1			
Rincon	1			
San Marcos		1		
Puerta La Cruz			1	
Ramona		1		
Witch Creek	1			
Warner Springs	1			
LaCima			1	
Monte Vista		1		
Flinn Springs		1		
Julian		1		
Cuyamaca		1		
McCain			1	
Dulzura	1			
Potrero	1			
Lyons Valley		1		
Campo	1			
White Star	1			
Air Attack				
Ramona				1
Gillespie				1
Fallbrook				1
Totals	10	8	4	3
US Forest Service	14 Stations			
Tribal	10 Stations			
Total Fire Stations all types	80			
Camps	4			
Air Attack	3			

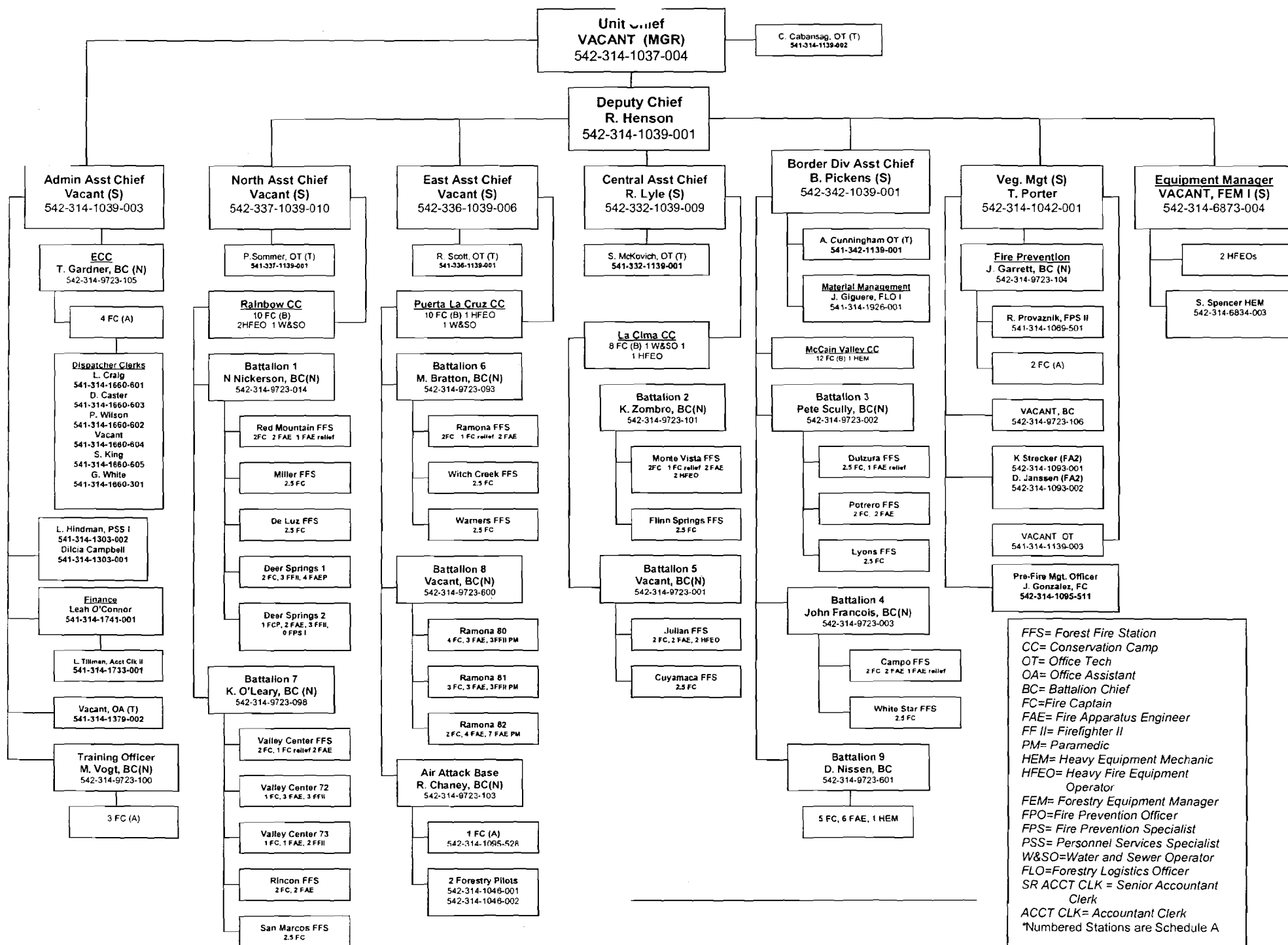
* CDF currently staffing seasonal stations during winter.



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California Department of Forestry and Fire Protection
Organization Chart
San Francisco Unit

Current 12/18/06



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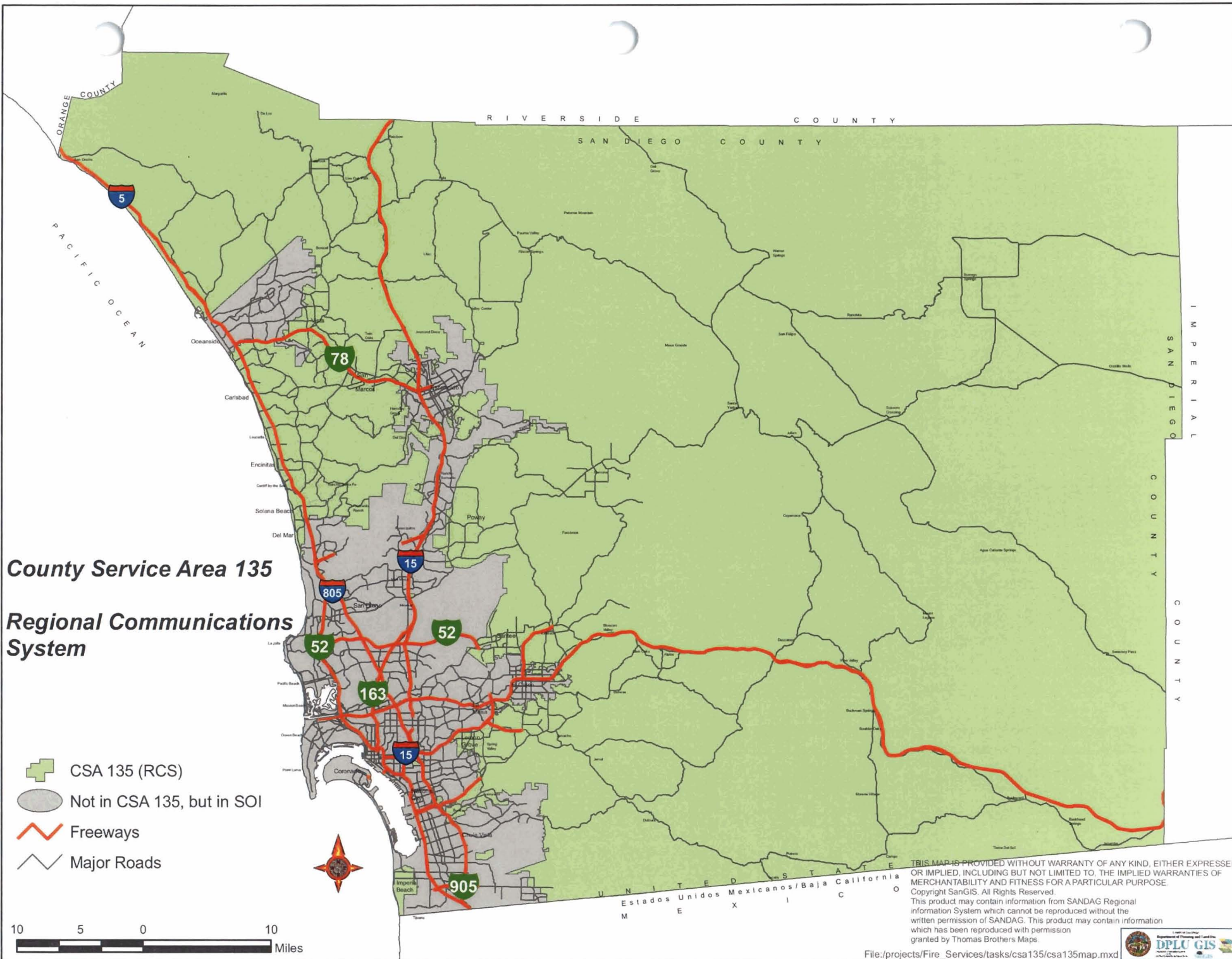
SAN DIEGO UNIT

2249 Jamacha Road
El Cajon, California 92019
Phone (619) 590-3100 Fax (619) 590-3106
Kevin Eggleston, Acting Unit Chief

Rev 11/9/06 (MVU Stations Camps)

DIV 7 Rainbow CC Bill Clayton , Asst Chief 8215 Rainbow Heights Rd Fallbrook, CA 92028 (760) 728-7492/7721 Fax 728-7732 Female Camp Pauli Sommer OT	DIV 6 Puerta la Cruz CC , Asst Chief 32363 Highway 79 Warner Springs, 92086 (760) 782-3559/3669 Fax 782-2762 Female Camp Rebecca Scott, OT	DIV 5 LaCima CC Randy Lyle , Asst Chief 15108 Sunrise Highway Julian, CA 92036 (760) 765-0140 Fax (760) 765-3080 Sandy McKovich OT	DIV 4 Mc Cain CC Bruce Pickens , Asst Chief P O Box 1560 Boulevard, CA 91905 (619) 766-4412 Fax 766-4483/766-9052(CDC) Akilah Cunningham-Harris OT
Batt 1 RED MOUNTAIN <u>Div 7</u> BC Ned NICKERSON 3660 E. Mission Road Fallbrook CA 92028 (760) 728-1323 Fax (760) 731-2283	DeLuz Station 39431 DeLuz Road Fallbrook, CA 92028 (760) 728-2422 Fax 728-1294	Miller Station 9127 W Lilac Rd Escondido CA 92025 (760) 728-8532 Fax 728-0621	
	Deer Springs Station 1 A 8709 Circle R Drive Escondido, CA 92026 (760) 749-8001 Fax 749-6572 Louise Gregg	Deer Springs Station 2 A 1321 Deer Springs Rd San Marcos, CA 92069 (760) 741-5512 Fax 741-5818 Call first	
Batt 2 MONTE VISTA – <u>Div 5</u> BC Kelly ZOMBRO 2249 Jamacha Rd El Cajon CA 92019 (619) 590-3100 Fax 590-3106	Flinn Springs Station 9711 Flinn Springs Rd El Cajon, CA 92021 (619) 443-7121 Fax 443-6178		
Batt 3 DULZURA <u>Div 4</u> BC Pete SCULLY 17304 Highway 94 Dulzura, CA 91917 (619) 468-3391 Fax 468-3276	Potrero Station 25130 Highway 94 Potrero, CA 91963 (619) 478-5544 Fax 478-2452	Lyons Valley Station 17759 Skyline Truck Tr Jamul, CA 91935 (619) 468-3435 Fax 468-3916	
Batt 4 CAMPO <u>Div 4</u> BC John FRANCOIS 31577 Highway 94 Campo CA 91906. (619) 478-5516 Fax 478-2439	White Star Station 1684 Tierra Del Sol Rd Boulevard, CA 91905 (619) 766-4533 Fax 766-4215		

Batt 5 JULIAN <u>Div 5</u> BC VACANT 1587 Highway 78 Julian CA 92036 (760) 765-0511 Fax 765-0559	Cuyamaca Station 13650 Highway 79 Julian, CA 92036 (760) 765-0085 Fax 765-0423	
Batt 6 RAMONA <u>Div 6</u> BC Mike BRATTON 16310 Highway 67 Ramona, Ca 92065 (760) 789-1150 Fax 789-8781	Witch Creek Station 27330 Highway 78 Ramona, CA 92065 (760) 789-1448 Fax 789-6934	Warner Springs Station 31049 Highway 79 Warner Springs, CA 92086 (760) 782-3560 Fax 782-3541
Batt 7 VALLEY CENTER <u>Div 7</u> Kevin O'LEARY Valley Center Station 1 (CDF) 14946 Vespar Road Valley Center, CA 92082 (760) 749-1702 Fax 749-7632	Valley Center Station 72 VCFPD A 28234 Lilac Rd Valley Center CA 92082 (760) 751-7603 Fax 749-3892	Valley Center Station 73 VCFPD A 28205 N Lake Wohlford Rd Valley Center, CA 92082 (760) 751-7605 Fax 749-2207
	Rincon Fire Station 16971 Highway 76 Pauma Valley, CA 92061 (760) 742-3243 Fax 742-1636	San Marcos Station 236 Pico Avenue San Marcos, CA 92069 (760) 744-0402 Fax 744-1473
Batt 8 RAMONA MWD <u>Div 6</u> Mike VOGT Station 80 A 829 San Vicente Road Ramona, CA 92065 (760) 789-8914/788-2222 Fax 788-6017	Station 81 A 24462 San Vicente Rd Ramona, CA 92065 (760) 789-9465/788-2229 Fax 788-0713	Station 82 A 3410 Dye Road Ramona, CA 92065 (760) 789-0107/788-2269 Fax 788-7481
Batt 9 RURAL FPD Dave NISSEN Station 66 A 14145 Hwy 94 Jamul, CA 91935 (619) 669 6580 Fax (619) 669-1674	Station 85 A P.O. Box 336 9718 River Road Descanso, CA 91916 (619) 445-4731 Fax (619) 445-6152	
RAMONA AIR ATTACK BC Ray CHANEY 2498 Montecito Road Ramona, CA 92065 (760) 789-1370 F 788-9634	HELITACK BASE Gillespie Helitack Base 1745 North Marshall Ave El Cajon, CA 92020 (619) 258-1397 Fax 258-7468	HELITACK BASE Fallbrook Helitack Base County Airport-Fallbrook Fallbrook, CA 92028 (760) 723-6050 Fax 723-3681

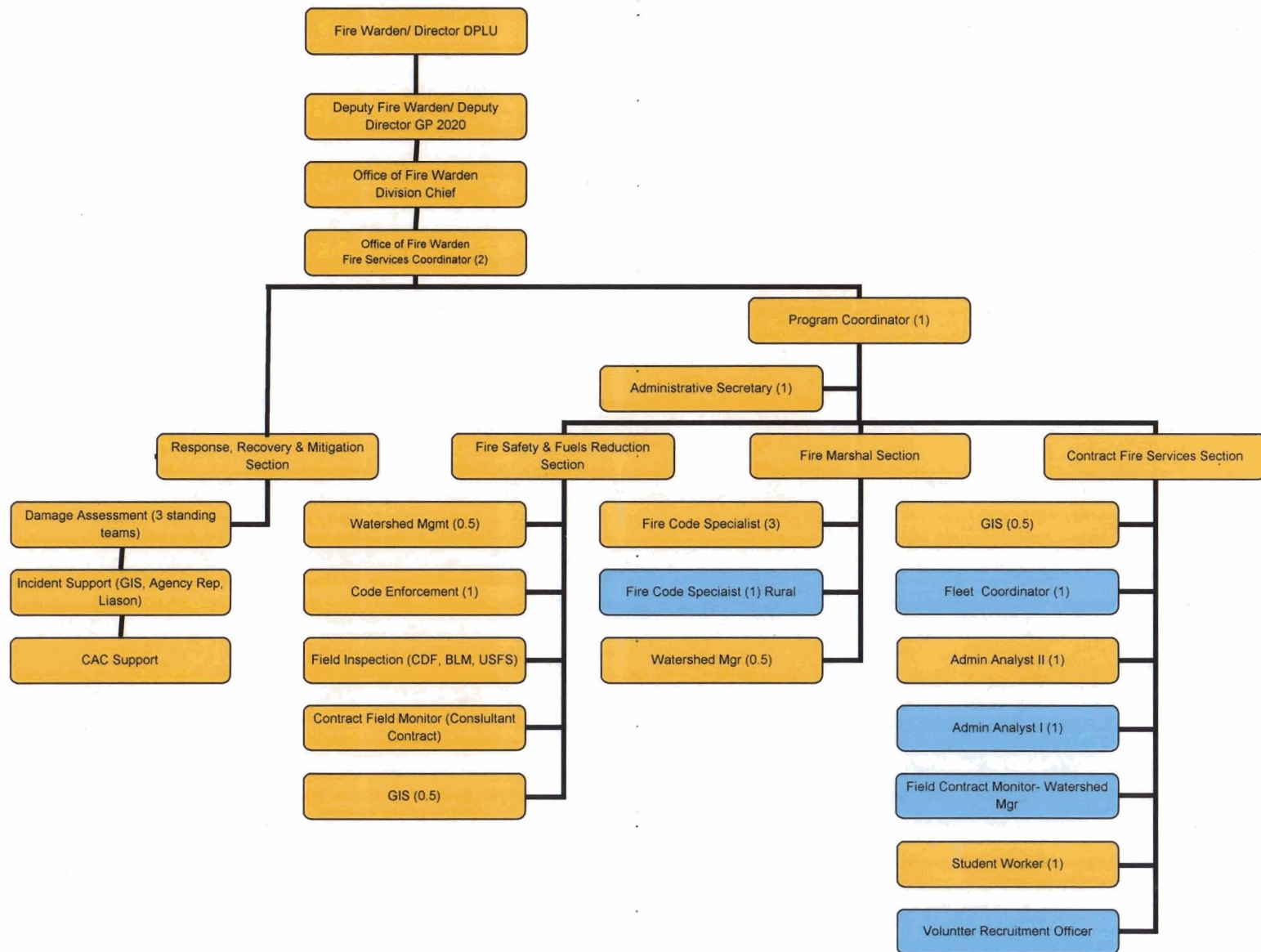


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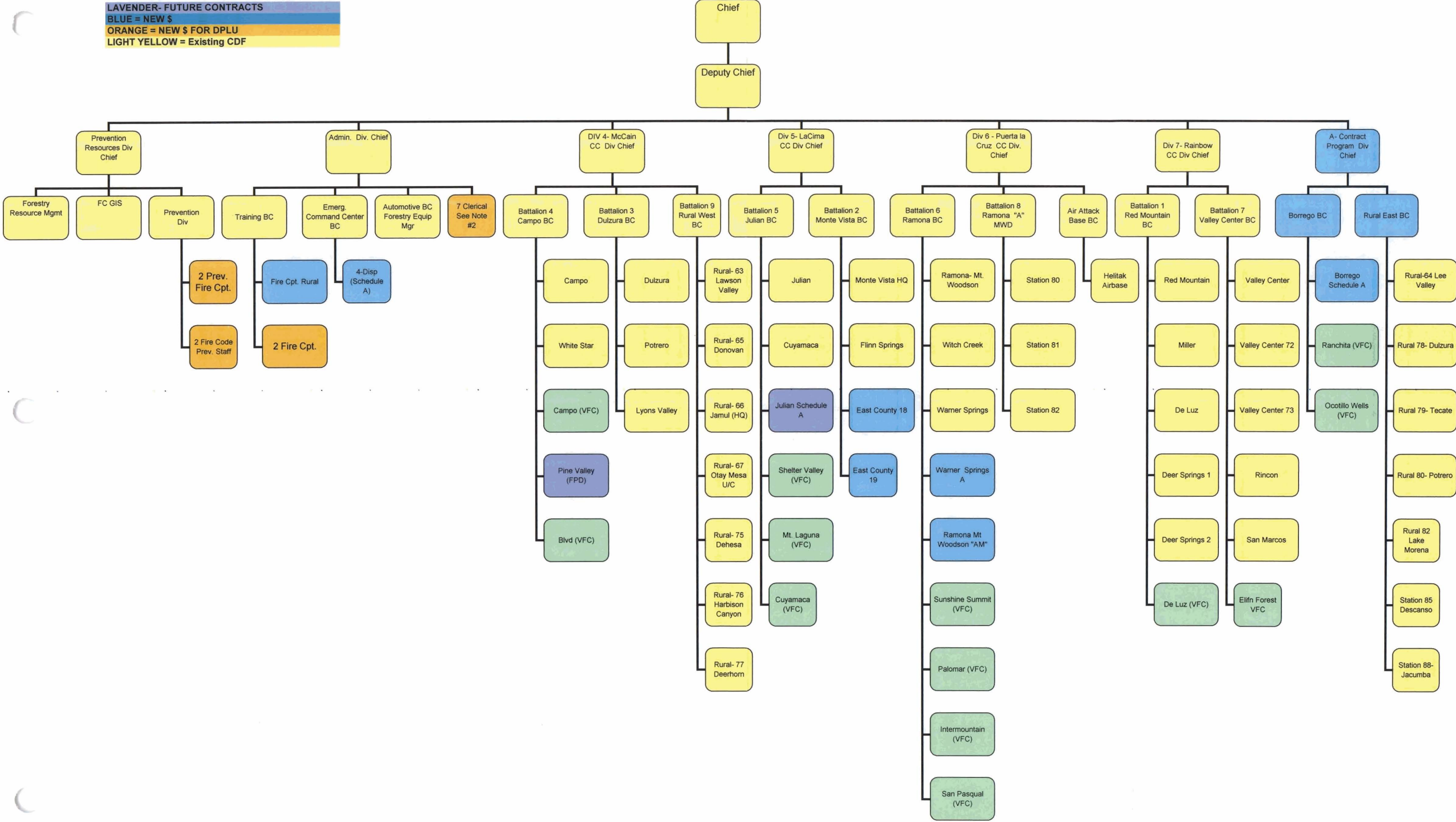
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County Department of Planning and Land Use Proposed Staffing- Fire Services



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PROPOSED ORGANIZATIONAL CHART - FIRE





1600 Pacific Highway • Room 452 • San Diego, CA 92101
(619) 531-5400 • FAX (619) 557-4190

San Diego Local Agency Formation Commission

Website: www.sdlafco.org

Chairman

Andrew L. Vanderlaan
Public Member

November 17, 2006

Vice Chairman

Bill Horn
County Board of
Supervisors

TO: Gary Pryor, Planning Director
Department of Planning and Land Use (O650)

FROM: Michael D. Ott, Executive Officer
Local Agency Formation Commission (A216)

Members

Donna Frye
Councilmember
City of San Diego

SUBJECT: Options for providing structural fire protection and emergency medical services within the Phase I portion of unincorporated San Diego County

Dianne Jacob
County Board of
Supervisors

Andrew J. Menshek
Padre Dam
Municipal Water District

The enclosed questionnaire integrates DPLU's comments and suggestions for LAFCO's review of structural fire protection and emergency medical services in the unincorporated area. Thank you for a speedy turnaround of the draft questions.

Ron Morrison
Councilmember
City of National City

Ed Pocklington
South Bay Irrigation District

Betty Rexford
Deputy Mayor
City of Poway

The forthcoming LAFCO micro report will present multiple options for consolidating structural fire protection and emergency medical services in the Phase I reorganization area. Because of the County's evolving program to subsidize structural fire protection services, activating the fire protection and emergency medical services functions of County Service Area (CSA) No. 135 and naming the County of San Diego as successor agency will be added to options under consideration.

Alternate Members

Christy Guerin
Mayor
City of Encinitas

Greg Cox
County Board of
Supervisors

John S. Ingalls
Santa Fe
Irrigation District

Harry Mathis
Public Member

Kevin Faulconer
City of San Diego
Representative

The micro report will review the legal, fiscal, and operational components of the various options for governance. Your assistance in crafting inquiries that would provide a thorough understanding of the county-dependent models is invaluable and the time and effort, which is required by the compressed December 1, 2006 deadline, is appreciated.

Please have your staff contact Shirley Anderson if you have further questions or suggestions for LAFCO's review.

MICHAEL D. OTT
Executive Officer

MDO:tjc

Executive Officer

Michael D. Ott

cc: Ivan Holler, Deputy Director of Planning and Land Use
Ken Miller, Fire Services Coordinator of Planning and Land Use
Ralph Steinhoff, Fire Services Coordinator of Planning and Land Use

Counsel

William D. Smith

**REORGANIZATION OF STRUCTURAL FIRE PROTECTION
AND EMERGENCY MEDICAL SERVICES
IN UNINCORPORATED SAN DIEGO COUNTY—PHASE I**

QUESTIONNAIRE

Please respond by December 1, 2006

GOVERNANCE

1. If LAFCO named the County as successor to the fire agencies and organizations included in Phase I of the reorganization, how would governance of a county program be structured? For example: Should special districts, which provide structural fire protection and emergency medical services, be dissolved and the responsibility for unincorporated area fire protection and emergency services transfer to the County?
2. Should special districts and volunteer organizations be left in place and the County (CDF) program expanded to further subsidize structural fire protection service? Under this scenario, how would emergency services be extended to unserved areas?
3. LAFCO will review at least two options for County-dependent governance of structural fire protection and emergency medical services within Phase I: (1) a County Service Area (CSA); and (2) an internal department of the County of San Diego. Please provide details of any additional governance options that you believe should be explored.

OPERATIONS

4. Describe the service area that should be included in a County program. What justification should be used for including or excluding selected areas?
5. The goal of the current County program is to lower ISO ratings? If delivery of emergency services became a county function, what emphasis would be placed on emergency medical services?
6. What would be required of the County if LAFCO dissolved the fire protection agencies and organizations within Phase I and transferred service responsibility to the County? For example, is current county expertise and staffing levels sufficient or would recruitment and training be required before the County would be able to assume responsibility for delivering emergency services? What would be the estimated cost implications to the County? What would the approximate timing be for assuming full responsibility?
7. Could EOA contracts be transferred to the County without requiring re-bid?

ADMINISTRATION

8. Please provide an overview of how administration of County-delivered fire protection and emergency medical services would be structured. Please be specific about staffing requirements; plans for absorbing personnel from dissolved special districts; and the cost for administrative overhead. Estimate timing for developing a structure capable of fully administering Phase I services.

CONTRACTURAL ARRANGEMENTS

9. Would emergency services be provided by County personnel or would the county contract with CDF as service provider?
10. Does CDF have available capacity to undertake additional contracts within Phase I? Has CDF indicated that it would engage in further Schedule A and Amador contracts within Phase I?
11. If CDF became the area contract service provider, how would dispatch services be provided and what would be the associated impacts on CDF? If adjustments to dispatch services were required, what is the estimated cost and timing to implement changes?
12. What impact would occur to the Heartland JPA, if unincorporated area dispatch services migrated from the Heartland JPA to CDF?
13. Address issues concerning current special district personnel. Identify current district personnel by classification, staff years, and total compensation, that would either be discharged or become County employees, or be absorbed by CDF? Indicate the approximate level at which the current employees would be assimilated by the County or CDF.
14. How would mutual and auto aid agreements with surrounding agencies be impacted if responsibility for providing emergency services were transferred to the County? Would a county department have the capacity to reciprocate fully through CDF contracts?
15. At the service levels being reviewed by the Commission, volunteer programs would contribute an estimated \$14 million dollars towards the operational cost of providing structural fire protection and emergency medical services within Phase I. Volunteer efforts also contribute an unknown amount to fund-raising, clerical, maintenance, and administrative functions. Would a county-administered emergency service system incorporate volunteer functions? How? Would CDF—if designated the contract service provider—integrate volunteer organizations into CDF operations? If volunteer organizations were disbanded, how would volunteer contributions be replaced?

FISCAL

16. Under a consolidated structure of Phase I agencies, voter-approved benefit fee revenue could not be available for system-wide use. Please explain how funds would be restricted to the area of origin within a county system?
17. What is the estimated cost to provide emergency services through CDF contract to replace seven fire protections districts; six county service areas; and the emergency service functions of four municipal water districts, plus the seven affected volunteer fire departments?
18. Would the County fund a uniform level of structural fire protection and emergency medical services in the unincorporated area—if revenues from special district property tax and voter approved benefit assessments were insufficient?
19. Debts and liabilities of dissolved agencies—as well as assets and revenues—would transfer to the County if the County were named successor service provider within the Phase I reorganization area. Issues such as resolving an estimated capital budget shortfall in the East County FPD would become a County task. Please comment on this matter.
20. LAFCO's approval of the fire agency reorganization proposal (Phase I) would be conditioned on providing the County with an opportunity to audit the financial records and review the affected facilities and apparatus. The purpose of this condition would be to enable the County to develop a strategic plan for assuming successor agency responsibilities. Please comment on this possible condition of LAFCO's approval and estimate an amount of time that should be given to the County to complete the audit and review.
21. If the reorganization of Phase I includes formation of a new regional FPD or CSA, LAFCO will establish a Gann (spending) limit for the new district. Every agency is compelled to operate within its Gann perimeter; accordingly, it is important that the spending limit be sufficient to support agency activities. Please provide an estimate for a Gann limit that would support the proposed level of fire protection and emergency medical services provided within a County structure.
22. Please provide an estimated budget for County-delivered structural fire protection and emergency medical services within the Phase I area.

RETURN TO:

Shirley Anderson, Chief Policy Research
Local Agency Formation Commission
1600 Pacific Hwy., Room 452
San Diego, CA 92101
MAIL STOP: A216

GARY L. PRYOR
DIRECTOR



County of San Diego

DEPARTMENT OF PLANNING AND LAND USE

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(760) 471-0730

EL CAJON OFFICE
200 EAST MAIN ST. - SIXTH FLOOR
EL CAJON, CA 92020-3912
(619) 441-4030

December 1, 2006

Michael D. Ott, Executive Officer
Local Agency Formation Commission
1600 Pacific Highway Room 452
San Diego, California 92101

LAFCO QUESTIONNAIRE RESPONSES

Dear Mr. Ott:

I am submitting the Department of Planning and Land Use (DPLU) response to your questionnaire, as requested in your letter dated November 17, 2006. A separate proposal will be provided to your office next week that will outline a concept and provide detail on the alternative. The proposal will detail budget projections based on information DPLU has today. However, an audit of existing budgets will be required in the future to finalize an accurate budget.

We have not yet provided the budget detail per question 22 because final numbers need verification. Several areas need to be examined to identify true revenue and expenditures. However, the budget will be finalized for your review next week. DPLU will request a meeting to discuss the proposal once it is received. At that time, any requests for additional data and assistance from LAFCO will be considered to assure the best available information is utilized for the proposal.

We are pleased to work with you and LAFCO to complete the final "Micro Report". Should you have immediate questions prior to receiving the alternative proposal, please direct them to Ken Miller at (858) 694-2951. Questions may also be sent via email to Kenneth.Miller@sdcounty.ca.gov.

Sincerely,

A handwritten signature in black ink, appearing to read "Ivan Holler".

IVAN HOLLER, Deputy Director
Department of Planning and Land Use

IH:km

Attachment: LAFCO Questionnaire Response

CC: Gary Pryor
Ken Miller
Ralph Steinhoff
Shirley Anderson
John Traylor
John Goss
Susan Quasarano

RESPONSE TO LAFCO QUESTIONNAIRE

GOVERNANCE

1. If LAFCO named the County as successor to the fire agencies and organizations in Phase I, one boundary should be created to encompass all fire jurisdictions. Ideally, per LAFCO direction and intent, all existing districts and service areas should be dissolved by LAFCO and replaced by activation of latent fire and EMS powers within County Service Area (CSA) 135 (Regional Communications System). All Phase I fire agencies, including volunteer fire companies in unserved areas, will be incorporated within CSA 135. The latent powers would not be activated within cities or fire districts that are not part of the Phase I fire agencies, as identified by LAFCO. The existing advisory board of CSA 135 would need to be evaluated for effectiveness and modification to meet the new obligations of the CSA. The advisory board will need to be recreated to include all Phase I fire and communication needs or if possible, a second advisory board should be established for all fire matters within the fire and EMS jurisdiction of CSA 135. If a second advisory board is possible, this board should consist of nine or eleven appointed members to represent all affected areas. The Board of Supervisors will remain the governing body for the new or existing CSA 135 and its advisory board. The Board of Supervisors shall appoint members to the advisory board and determine the appropriate number of appointed positions to be made by each elected Board member. The Board of Supervisors may appoint two elected Board members to serve on this new advisory board. It is suggested that each Board member have at least one appointment to this new advisory board. In the event a Board Member does not represent the affected area, consideration should be made to defer all other appointments to Board Members representing the affected communities in CSA 135. The current LAFCO Fire and EMS Task Force may be replaced with this new CSA Board. This would be an efficient transition, especially if LAFCO deems that Phase II may not be realistic or is best served by a Joint Powers Agreement or by Phase II agencies voluntarily joining the CSA for fire protection services.

It is recommended that all Exclusive Operating Areas (EOA's) remain in place and all EMS management for the EOA's be moved from the existing districts or other fire entities in Phase I and be transferred to the County. The County Board of Supervisors will create an Office of the Fire Warden (OFW) within the Department of Planning and Land Use (DPLU). The OFW will be responsible to administer all DPLU fire contracts, as well as existing fire protection and EMS contracts, as required of fire protection districts or CSA 's today. The Health and Human Services Agency – Emergency Services Division (HHSA-ESD) will continue to establish recognition and approval of EOA's. The OFW will work with the HHSA-ESD and assume management/supervision of operations and contracts with the service provider/contractor. The service provider can be a

private ambulance company as it exists in some areas today or the service provider can be the CSA fire agency via a contractual arrangement.

2. A second alternative fire protection program that may be less controversial would be to leave existing fire protection districts and CSA's in place. Existing volunteer fire companies in the unserved areas would become part of a new or existing CSA, allowing collection of fire mitigation fees and property tax accrued for fire protection purposes. The Board of Supervisors remains the governing body for the CSA's. A fire advisory board would be established by the Board of Supervisors and should consist of seven appointed members. Each elected Board Member shall appoint one position to the advisory board. Two Elected Board Members may serve on the new advisory board. The County would continue to subsidize existing contracted agencies and expand contracts to all fire agencies within the Phase I program through the Office of the Fire Warden. This would continue to be a voluntary participation by agencies, as a fire agencies cannot be forced to participate in the existing fire program or future program without establishing a new parent organization with legal boundaries and powers.

This option does not improve Regional Fire Protection to a maximum degree. It does not meet the goals of LAFCO for reorganization or Proposition C either.

If agencies do not participate, a regional approach to fire protection services is limited in regional operations pertaining to emergency management, fleet replacement, communications and other operational considerations. An economy of scale leading to cost savings is not maximized, if all agencies do not join the program. This occurs because remaining fire district boards can control their own destiny with revenue they receive, rather than pooling purchases and expenditure where possible. However, overall costs could be similar with this option, as with a new or expanded CSA encompassing all Phase I fire agencies.

3. A third consideration for reorganization could be to build upon item 2 above and have fire protection districts remain in place. All existing CSA's will be dissolved and the existing volunteer fire companies in former CSA's and unserved areas become one CSA under CSA 135 or a new CSA. The Board of Supervisors remains the governing body for the CSA. A fire advisory board would be established by the Board of Supervisors and should consist of seven to nine appointed members. Each elected Board Member shall appoint one position to the advisory board. Two Elected Board Members may serve on the new advisory board. Any remaining appointments may be determined by the Board based on affected supervisorial districts. This approach brings unification in a legal and financial sense to the existing volunteer fire program in San Diego County. Fire districts would remain in place with the County, through the Office of the Fire Warden, continuing to support existing fire agency contracts and expand contracts to other non-participating fire districts within Phase I. The program again remains a voluntary program, but funding offers could encourage participation to allow fire protection services to be enhanced.

Again, if agencies do not participate, a regional approach to fire protection services is limited in regional operations pertaining to emergency management, fleet replacement, communications and other operational considerations. An economy of scale leading to cost savings is not maximized, if all agencies do not join the program. This occurs because remaining fire district boards can control their own destiny with revenue they receive, rather than pooling purchases and expenditure where possible. The costs for this operation would be similar to items 1 and 2 above. However, if agencies choose not to participate, then costs are reduced. This option provides a regional approach to fire protection closer to meeting the Item 1 option above, but it is not as effective regionally as Item 1. However, only one CSA advisory Board would be created for thirteen fire agencies to enhance regional fire response.

OPERATIONS

4. The service area to be included in a County OFW Program should be all Phase I fire agencies. Options described in Items 1, 2 or 3 above would all have the same proposed boundaries, which include only unincorporated areas (including islands) that are not in the Phase II fire agency listing. Boundaries may be reduced if non-participating fire districts continue to not become part of the new regional program in some fashion. Justification to be excluded from participation in the program could be: annexation to a city or Phase II agency.

5. The existing County Fire Enhancement Program is targeting Insurance Services Office ratings to be lowered over time through improved fire responses. At the same time fire response improves, the emergency medical response improves an equal amount. An assumption has been made that if a trained engine company responds to a fire, that same engine company will respond to the emergency medical responses that are the majority of the fire service calls. Career personnel in the proposed programs will be trained to the Emergency Medical Technician level. Volunteer and reserve firefighters will be trained to the Advanced First Aid level with a goal to be trained as Emergency Medical Technicians. The County OFW would continue to improve EMS response by working with the contracting fire service and HHSA-ESD to eliminate duplication of costs and provide a coordinated response through ambulance provider and first responder.

6. The County Office of the Fire Warden and its contractor (CDF) would require six to twelve months to be fully operational in all contracted areas identified in Items 1, 2 or 3 above. Hiring or blanketing new personnel for the fire service requires a minimum amount of time to advertise, test, conduct background-checks and provide physicals prior to reporting to work. The County will require a minimum number of positions to complete the administration of potential new contracts. The costs for contracting with CDF and for new County OFW

positions are provided by separate document see Item 22 and County Proposal). The County OFW and its Contractor have sufficient background and expertise to complete the offering of full service protection in a contractual manner. DPLU through the OFW needs to work with HHSA-ESD to gain their support to move forward in the EOA field of operations to enhance EMS service.

7. It is anticipated that EOA contracts will be transferred to the County Office of the Fire Warden. It is understood that LAFCO has explored transfer of EOA's to a fire protection district and early indications are that the County HHSA-ESD Medical Director supports a transfer without requiring a rebid for service. This will take a concurrence of legal counsel and HHSA-ESD. Any former non-safety fire district personnel would become County employees, unless service can be transferred to a separate ambulance provider at a later date. This is not a preferred option, as some current district employees may become unemployed. There is the possibility that existing non-safety employees could be absorbed by a private ambulance company.

ADMINISTRATION

8. County OFW-delivered fire protection and emergency medical services would be structured where the Office of the Fire Warden will be the "Contract Administrator" for all fire and EMS contracts. CDF will be the "contractor" to provide fire and first responder EMS service equivalent to or better than existing service provided today. Improved service delivery will be accomplished through increased staffing, strong administration and enhanced response coordination through dispatch services. Existing permanent fire "safety" personnel would be considered for blanketing (absorption) into permanent state service with CDF. Existing "non-safety" personnel would be absorbed by the County OFW and will work at existing work locations where possible. Some employee relocations may be required to enhance customer service delivery. Existing volunteer fire companies and reserve firefighters would remain an integral part of the contractual fire protection services. Volunteer and reserve firefighters will report to the paid CDF fire officer in a written chain-of-command and will provide immediate response on staffed engines when required. They will also provide secondary support apparatus and station coverage in the rural communities when requested. Some communities with volunteer fire companies will not have the benefit of fulltime fire personnel due to the limited emergency response needs and remote locations. It is anticipated that an active countywide reserve program will in time augment the existing volunteer workforce in specific rural communities.

The projected staffing needs are described by separate documentation that includes projected new funding. New administrative overhead will be required by the OFW and CDF. An organizational chart for the OFW and its relationship with CDF has been provided by separate document. It is anticipated that the

new OFW and CDF personnel could be fully operational within six to twelve months of approval by the Board of Supervisors. Some of the operational functions to be managed by CDF can be implemented in less time. It is anticipated that most County OFW positions can be implemented within six months or less.

CONTRACTUAL ARRANGEMENTS

9. The County Office of the Fire Warden will contract with CDF for fire protection services in any area established by LAFCO or the Board of Supervisors.

10. CDF does have available capacity to undertake additional contracts within Phase I. CDF has indicated they are willing and able to engage in further Schedule A and Amador agreements. CDF has indicated that hiring new personnel will take some time to access hiring lists, interview and make appointments. CDF has also indicated that training of permanent personnel will be required. However, to implement staff hires expeditiously, CDF does have the ability to hire personnel on a "Limited Term" basis for immediate hire with permanent hire status being made at a later date. This hiring flexibility allows a more immediate hiring process to be implemented to meet the needs identified by any contractual option.

11. If CDF were the contract fire service provider, dispatch would be a function of CDF through their Emergency Command Center (ECC). The impacts on CDF would be to hire additional personnel to provide dispatcher coverage to the EM-D level. At least two dispatchers would be needed for the night shift (for 2.0 staffing 24/7) plus one dispatcher for vacation relief for day & night needs. Costs for dispatch services would be higher. A new CSA would need to have PERS retirement for State employees. Shift supervisors/Admin would require a slightly higher salary, but this would help with hiring and retaining more dispatchers. The estimated costs for increased dispatch services is estimated to range between \$260,000 and \$330,000 depending on the option the County Office of the Fire Warden exercises with concurrence of CDF.

CDF would utilize existing CDF hiring options and County hiring options to permanently fill new vacancies. This methodology would alleviate difficulties CDF has experienced in filling existing positions under the State system and open the door to more hiring opportunities through the County. The expectation would be that hiring could be more expeditious. A new CSA that contracts to CDF may create dispatch positions and move all CDF dispatchers to the new CSA. This could provide various classifications in the dispatch series ranging

from entry level personnel to senior dispatchers with commensurate pay scales and the ability to work and pay them as needed. This may be the best long-term approach to meet dispatch needs of an ECC.

Training at lone may or may not be available. Hopefully, new dispatchers will be sent to this CDF Training Facility, as these employees will be working in a CDF dispatch office and work within a Schedule A contract. If not, then they would have to get with either another CDF unit and place in them in their training academy or participate with other dispatcher centers in the county when they conduct their training. Dispatchers would still have to complete ROSS and CAD training with the state. (Unknown options at this time)

EMD would require additional software, cards and training for all ECC personnel. Costs to be attached separate for hard costs, unknown is for QI and overtime. This would also require additional supervision (making sure all Captains are fully trained and on the floor at all times), but if reports need to be checked each month then a contract with hospital or county EMS or have Medic Coordinator (would watch field medics and could oversee this portion of program).

The CDF ECC Chief would have an additional workload and supervisory responsibility with the additional contracting obligations. Consideration would be given to either have a full time 24/7 chief officer coverage, have an existing battalion chief assume some ECC coverage from Headquarters, or assign a lead Fire Captain as ECC Coverage and announce each day. A consideration should be made to either hire an additional Telecommunications Analyst 1 or county person that can attend radio meetings for the ECC, take care of all the Handie Talkies (HT) (each full time CDF employee will have their own= 225 Schedule B HT's) plus any Schedule A needs for CSA radios. Pagers, cell phones, towers and vaults could be assigned to this person. One possibility would be to hire a second ECC Chief. One ECC Chief would be operations (dispatch on the floor) and the other ECC Chief could be responsible for hardware (vaults and towers and HT's and cell phones and pagers and MDC's).

12. Heartland Communications would be impacted in negative ways, positive ways and in some cases no impact would be anticipated.

NEGATIVE IMPACT:

Heartland would most likely have to lay off one or two dispatchers or move some of the full time personnel to part time with the loss of income due to the reduced call intake.

Heartland agencies may need to pay a higher cost for dispatch to maintain their current EM-D status. These costs would be borne by the more affluent Phase II fire agencies.

POSITIVE BENEFITS

A reduction in approximately 3,500 emergency dispatch calls will be realized, if CDF were the dispatch agency within a new CSA...

Heartland would be focused on one zone (their original dispatch areas) and would be more proactive with those calls.

This could mean a higher dispatcher to call ratio with the one zone.

Radios and communications plans would be focus on central area of county.

It is anticipated that some Heartland Dispatchers may show interest and migrate to job opportunities within CDF as state or OFW employees.

The existing Phase II Agencies within Heartland will receive more personal service through Heartland through a reduction in rural dispatch service communications.

The Phase II fire agencies can also continue to seek assistance from Indian Gaming Grant opportunities.

NEUTRAL

Current Ambulance contracts (Julian Fire and Rural Paramedic w/AMR) could continue with Heartland if they wanted to ease the loss of income with the other departments. They would be some additional work with CDF to call for the units, but no more than currently.

13. Issues concerning special district personnel. "Non-safety" special district employees (i.e., Fire Marshals, clerical support) would become Office of the Fire Warden employees at their current work locations or where they best serve the needs of the community regarding customer need and land use development. These facilities are located in key locations to serve the public: El Cajon, Kearny Mesa and El Cajon. Existing permanent "safety" employees will have the opportunity to become permanent state employees in the appropriate firefighting classification within the CDF system. It is anticipated that classifications of Firefighter II, Fire Apparatus Engineer and Fire Captain will be the primary "safety" classifications to be considered for new hires and blanketing positions. The positions of Division Chief (1), Battalion Chief (2) and Dispatcher Clerk are also being considered. A separate table has been provided in the County OFW proposal that identifies all positions and costs associated with CDF providing expanded fire protection service by contract. The Associated salaries and total compensation are provided within said tables.

The County OFW will hire limited additional staff to support administration needs. A total of four or five permanent positions are anticipated for hiring, along with one student worker. The Classifications within the OFW are: Administrative Analyst I, Fire Code Specialist, Fleet/Facilities/Equipment Officer and one unnamed support position for contractual compliance. The cost for County OFW positions are also identified within the table included in the County OFW proposal.

14. Mutual and Automatic Aid agreements will be in effect and enhanced with the County Office of the Fire Warden and CDF in contractual partnership. CDF would assure that these agreements are in place and utilized in the appropriate response manner to maximize emergency response capabilities. CDF would reciprocate with local resources for structural response, as well as providing additional wildland land apparatus with structural equipment and personnel to provide a more uniform response standard.

15. A staffing goal of the County through the Office of the Fire Warden is to have three persons per engine. Staffing goals would be achieved through a combination of permanent, reserve and volunteer firefighters. A County OFW-administered emergency service system would incorporate volunteer functions as an integral part of the total emergency response system. Volunteer fire companies and reserve firefighters will be a part of the planned station coverage and dispatch response. Some volunteer fire stations would remain as volunteer fire stations with a goal to add firefighter reserves to the local volunteer fire company membership. CDF would be responsible to ensure that volunteers and reserve firefighters are well trained, equipped and dispatched, as part of all appropriate initial dispatch operations within the volunteer/reserve station assignment area. Volunteers and reserve firefighters will work at specific stations in an on call status or as a designated shift firefighter.

A volunteer/reserve firefighter association should be created in the near future to allow communication to occur from the general volunteer/reserve membership to CDF and the OFW. If volunteer organizations were disbanded, volunteer time and money equivalencies would need to be replaced with permanent fulltime personnel. The grand total value of volunteer and reserve employees is estimated to be \$7.95 million, in options described in Items 1, 2 or 3 above. The estimated value of volunteer fire companies in Items 1, 2 or 3 at nine fire stations is estimated to be \$7.65 million. This is determined by projecting fulltime staffing costs at two permanent personnel with one reserve firefighter to complete 3.0 staffing levels at existing volunteer fire company stations. Six permanent stations planned to be staffed with a reserve today or in the future, also contribute a reserve value of \$300,000. Additional volunteer/reserve time has been collected by phone survey. This method to determine staffing value for station coverage and training hours is a lesser value today. We will strive to include this estimate in next week's proposal.

16. Zones would be established in the new CSA's that will allow any fee or assessment to remain within that particular community or former fire district. If fire districts remain in place, then fees and assessments will remain with said district. Mitigation fees may be pooled within the CSA to allow funds to accumulate more rapidly and allow apparatus and facility improvements to be made on an annual basis in the most deserving areas with regard to age and physical state of construction or operation. This allows money in the more rural areas to be placed into service rather than waiting twenty plus years before sufficient funding is collected to provide apparatus or facility improvements. Mitigation fees are only allowed to be retained for a five year period or they are returned to the developer. By pooling funds using a regional impact basis, fees will be committed within the five year window of opportunity.

17. The estimated cost to provide emergency services through CDF contracts for seven fire protection districts, six CSA's, four Mutual Water Districts and seven volunteer fire companies is approximately \$25,388,000. This value is listed in the budget sheet provided in the separate County Proposal and excludes operating costs. CDF costs are all inclusive of permanent staff needs from firefighter including chief officers. Staff benefits are also included in this estimate. Additional costs would include facilities, utilities, operations, and reserve costs. The net new funding required to provide service enhancements to 55 stations through expanded CDF contracts and volunteer enhancement is preliminarily estimated to be between \$6.2 to \$10.8 million. This amount will remain an estimate until completion of a financial audit of all agencies assets and liabilities.

NOTE: BENEFIT FEES AND SPECIAL ASSESSMENTS MUST REMAIN WITHIN THE COMMUNITY OF ORIGIN THAT PAYS SAID FEES OR ASSESSMENTS!

18. The County Board of Supervisors is the appropriate governing body to determine future funding needs for fire and EMS purposes. The Board would need to evaluate and consider creating a policy to determine if or when the County would fund a uniform level of structural fire protection and emergency medical services in the unincorporated areas--if revenues from special district property tax and voter approved benefit assessments were insufficient. An assumption must be made that this insufficiency would occur after the Board of Supervisors implemented a plan as described in Items 1, 2 or 3 above. The Board would probably examine if funding experienced a sunset clause that caused the deficiency. In that case the Board may task the citizens in a specific community to vote to retain such a fee or assessment or see service levels reduced by the electorate. The Board may also consider future new fees or community facilities districts to offset unplanned funding needs.

19. The Board of Supervisors would be the appropriate body to determine acceptance of debts and liabilities, along with assets and revenues of Phase I Agencies, if options in Items 1, 2 or 3 are adopted. The Board would also be the appropriate elected Board to determine what could be done to assist the East County Fire Protection District. One option has been proposed for Board of Supervisor revue within the budget package submitted by the County. This option is a suggestion for consideration and has not and cannot be presumed to be approved by the Board of Supervisors prior to their own determination and action.

20. The County would request 90 to 120 days to complete and audit and review of existing Phase I agency resources (facilities, apparatus, equipment, budget) with the purpose to develop a strategic plan to assume successor responsibilities.

21. Generally speaking, the Gann (spending) limit for a new CSA should be established by LAFCO by adding all revenue and compare to past expenditures. After comparison, apply the appropriate annual increase to the grand total value of expenditures based on anticipated grand total revenues. This should be referred to County Counsel and the Tax Assessor by LAFCO to assist in defining the appropriate value based on input from LAFCO. A complete financial audit needs to be completed before the spending limit is established.

22. An estimated budget has been provided within the County Fire Protection Proposal. A separate fire protection proposal for the Office of the Fire Warden will be submitted next week as a major supplement to these questions. It is intended that this document will be the basis of meeting LAFCO's request for alternative fire protection options.

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**BACKGROUND STUDY
MICRO REPORT:
REORGANIZATION OF STRUCTURAL FIRE PROTECTION
AND EMERGENCY MEDICAL SERVICES
IN UNINCORPORATED SAN DIEGO COUNTY
(PHASE I)**

SAN DIEGO LOCAL AGENCY FORMATION COMMISSION

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GOVERNANCE

The original direction for the completion of this background report on governance was based on the reorganization and district formation proposals initiated by LAFCO and the Board of Supervisors, respectively. The proposals involved uniting seven fire protection districts; six county service areas; and the emergency service functions of four municipal water districts into a regional fire protection district (FPD). Operations of seven volunteer fire departments would be folded into the regional agency and unincorporated areas, which currently are not within the boundary of a structural fire protection organization, would come under the jurisdiction of the regional FPD. Towards the end of the LAFCO staff and consultant review of these proposals, the scope of the review was expanded to reflect an emerging county program that has enhanced the provision of fire protection services in select unincorporated areas. This county program has resulted in the infusion of over \$8 million of additional funds to support fire protection in unincorporated territory.

One of the crucial elements of creating any regional fire protection system is determining how it will be governed. For example, will the new system be governed by an appointed or elected board? If elected, should board members be selected at large or by division? How many members should make up the board? Should there be advisory committees? What name should be given to the new entity?

The purpose of this section of the background report is to address these and other issues, and provide conclusions for overall governance of a regional fire protection entity. The goal is to provide a suggested path that can be followed to create the best environment for the entity to be successful, for it to provide the best fire protection and emergency medical services possible within available financial resources.

On April 19, 2005, the San Diego County Board of Supervisors initiated a partnership with LAFCO and requested that the Commission study the reorganization of fire protection services in the County. Based on the information and conditions at the time, the Board of Supervisors gave some initial direction for the structure of the new entity. First, the focus of the Board's request was to explore the feasibility of creating a regional fire agency, and not a county fire department per se, as found in Riverside and San Bernardino Counties, or a joint powers authority, which is used in Orange County. Second, the name for the entity was stated as the San Diego Regional Fire Protection District (RFPD). Third, the Board of Supervisors stipulated that the governing board of the new entity should be reflective of the population in the County, with the final number of board members determined by LAFCO.

CONCLUSIONS

After examining various governance options based on pertinent sections of the State Health and Safety and Government Codes, and as explained in more detail in the following paragraphs, the following conclusions have been reached.

1. The new regional fire organization should consist of an elected board, reflective of the diverse population, geography, and emergency service needs of the County.
2. If an independent regional fire protection district is formed, the initial board should be elected at large as specified by state law; shortly after being elected, the new board should call an election to ask the voters to authorize electing the board members by division or district,
3. Advisory committees, representing distinct geographic areas of the District, should be created to assist any of the alternative fire organizations examined in this background report.

SIZE OF THE BOARD OF DIRECTORS

Regional Fire Protection District

The State Health and Safety Code Section 13842 provides that, unless the Board of Supervisors appoints itself as the district board, “a district board may have three, five, seven, nine or eleven members.”

In deciding the size of the regional protection district board, the goal is to have a board large enough so that it is representative of the area served, has a diversity of thought and input, but is not too large that it becomes cumbersome in its deliberations. While an 11-member board, which is the largest permitted by state law, is somewhat larger than most local district deliberative bodies (which usually number five or seven), it is the number suggested in this background report for the RFPD board. This is in large part due to the geographical size of the proposed regional fire district. From the north it ranges from De Luz and the Riverside County boundary at Sunshine Summit to the Mexican border in the south. This is a diverse area, ranging from suburban to rural land uses, desert to mountain topography and geography, with a wide variety of entities providing fire suppression and emergency medical services to this area.

Given the fact that there are over 100 policy makers on the boards of directors or advisory boards on the fire protection districts, municipal water districts, community service areas and volunteer fire departments that would be folded into the RFPD, efforts need to be exerted to provide broad representation on the district board. Under State law, as stated previously, the largest possible board membership is 11, which is what is suggested by this Report.

County of San Diego (Successor to Dissolved Fire Agencies)

The governance implications associated with the designation of the County of San Diego as the successor to the agencies proposed to be dissolved as part of the LAFCO reorganization proposal (phase 1) was evaluated in this background report. Regardless of whether county staff would directly administer the new fire program, or if responsibilities would be transferred to a county-dependent special district, such as a County Service Area (CSA), it is important that the governing board of the new entity be elected and accountable to the public. Under any of the alternatives that would place successor agency responsibilities with county government, the current structure and electoral

process for selection of members of the five members of the Board of Supervisors would be consistent with the need to have an elected board that is responsible for emergency services. The Board of Supervisors in San Diego County are elected by division and would be capable of providing adequate representation over the diverse interests, population, and emergency service needs in the County.

ELECTED VS. APPOINTED BOARD OF DIRECTORS

Regional Fire Protection District

The State Health and Safety Code Section 13835 provides that, if a fire protection district “contains only unincorporated territory in a single county, the district board may be elected or may be appointed by the county board of supervisors which may appoint itself as the district board.” Section 13844 further provides that not only may a Board of Supervisors appoint itself as the district board, it “may delegate any or all of its powers to a fire commission composed of five or seven members.” These fire commissioners can serve at the supervisors’ pleasure or for four year staggered terms.

These sections, therefore, provide that a district board, such as the one that could be established to govern the RFPD, can be: (1) elected; (2) appointed by the board of supervisors; (3) the board of supervisors appointing itself as the RFPD Board; or (4) a fire commission appointed by the board of supervisors if the board decides that a fire commission would be in the best interest of the district, and initially appoints itself as the RFPD board of directors.

Establishing a board by election is the preferred alternative recommended by this report. One advantage of creating an elected board is that it is representative of the area being served since directors must stand for election and be elected by the voters in the district. Also, a board of directors is likely to be responsive to those living in the proposed RFPD, again because the directors are subject to the electoral process. Further, an elected 11-member board provides more opportunities for representation on the RFPD Board than options 3 and 4 listed in the previous paragraph in which the district board would be limited to 5 or 7 members.

Finally, individual interviews with representatives of the Phase I fire entities indicates support for an elected 11-member RFPD Board. The support and especially the cooperation of Phase I entities is important in order to successfully establish the proposed district.

County of San Diego (Successor to Dissolved Fire Agencies)

As previously discussed, the Board of Supervisors is currently elected by the citizens of the entire county. The Board is representative of the area served. Accordingly, a discussion of an appointed board is not applicable to this jurisdictional option and is not addressed in detail in this background report.

ELECTED AT LARGE OR BY DISTRICT

Regional Fire Protection District

Since the creation of a regional FPD will need to be approved by a vote of the electorate of the proposed district, it makes sense to have the initial election of the proposed 11-member district board occur at the same time. State law requires that the initial board be elected at large. Because of the size of the board and the size and diversity of the district's topography and geography, and the needs and demands of the area to be served, the initial board should probably seek input from the public whether the 11-member board should be elected by division in the future.

After the initial board of trustees is elected, Section 13846 of the Health and Safety Code provides "that in the case of an elected district board, the directors may be elected by division (districts) if a majority of the voters... are in favor..." of district elections.

Based on this section, the report concludes that such an election be held to determine whether support exists for district (division) representation. This would mean that the new regional FPD Board would need to call an election placing the issue of district elections before the voters.

If the voters approve districting, Section 13846 (e) requires that "the district board promptly adopt a resolution dividing the district into as many divisions as there are directors." The divisions would need to be nearly equal in population as possible based upon the 2000 census per state law. In addition to population in establishing the divisions, state law permits the board of directors to also consider other factors such as "(1) topography, (2) geography, (3) cohesiveness, contiguity, integrity, and compactness of territory, and (4) community of interests of the divisions."

The goal is to create broad representation by district that will enable different areas within the new regional fire district to gain a voice on the district board. While topography and community of interest can be used to establish these districts, creating roughly equal divisions by population is a basic requirement of state law.

Section 13846 (f) provides that, if the voters approve electing directors by district, thereafter board members shall be elected by division, and each board director shall be a resident of the division they represent. That same section also provides that at the next general election after the division elections are approved by the voters the district board shall assign vacancies on the board created by the respective election divisions and that the vacancies shall be filled from those election divisions.

Similar to the State legislature and the County Board of Supervisors, state law also requires that the divisions lines be redrawn every 10 years, specifically before November 1st of the year following the year in which the decennial federal census has been taken.

Most of the Phase I representatives interviewed favored electing the RFPD Board by divisions. This was based on a concern that if the board were elected at large, and

continued to be elected at large, then the population centers of the district would form a majority of the board of directors. In fact, because the proposed district population is concentrated in limited areas within the district, it is conceivable that all members could be elected from these areas.

A current example where this can happen is found in the Rural Fire Protection District. This is a large diverse fire district which is the largest of the Phase I agencies, with a population of approximately 24,000. The board of directors of this district is elected at large. Four of the five directors reportedly live in Jamul, the largest community served by the district, demonstrating that a limited geographic area of a large, diverse district can dominate the composition of its elected board of directors.

A small minority of the Phase I representatives voiced the general and common concern that many people have with district elections, which is that board members may not see, or want to address, broader district issues. There was an understandable concern that board members might not act in the best interests of the district as a whole, but only for the interests of their own district.

However, even those not totally supportive with district elections, acknowledged that an 11-member board elected at large might represent only a limited area where most of the population lives within the RFPD. For example, based on the 2000 census, approximately 80% of the district's population lives in five of the 24 Phase I entities (Ramona Municipal Water District, and the fire protection districts of Valley Center, Deer Springs, East County and Rural).

County of San Diego (Successor to Dissolved Fire Agencies)

As previously discussed, the Board of Supervisors is currently elected (by division) by the citizens of the entire county and are representative of the area served. Accordingly, a discussion of holding Board of Supervisors' elections at large or by division is not applicable to this jurisdictional option and is not addressed further in this background report.

Further, the Board has the option to appoint a Fire Commission of five or seven members to advise them on issues of a regional fire entity. As part of this option, the Board could appoint these advisory policy members by areas based population, based on geography and other factors not necessarily related to population, or a combination of both population and geography.

In discussing this issue with the stakeholders, it was concluded that an effort to maximize district (division) representation based on common interests in the diverse areas served by the regional fire entity could be accomplished by a Fire Commission. Since representation on the Commission would not need to be based solely on population, this would enable the Board to make certain that there was a proper balance between representation on the Commission based on population, and based on the diverse geographical interests within the regional fire entity. Again, this would be at the option of the Board.

Finally, area advisory committees within the regional fire entity suggested elsewhere in this report would be useful by providing advice directly to the Fire Commission on regional fire issues.

CREATION OF ADVISORY COMMITTEES

Since one purpose of this background report is to provide a road map for the governance of a regional fire protection entity, it is important to discuss the role of advisory committees - - regardless of whether a regional fire protection district is formed or if county government is designated as the successor to the agencies dissolved in LAFCO's reorganization plan. LAFCO cannot mandate the advisory committees as condition of creating any reorganization option, but it appears to be extremely important that the governing board give this aspect of governance serious consideration.

Consideration of creating advisory committees is not without precedent. For example, the Rural Fire Protection District, which consists of 14 fire stations, has a citizen advisory committee affiliated with each station. Recently, in San Bernardino County, in molding the 32 County Service Areas and Fire Protection Districts of its County Fire Department into one district, and considered creating four advisory committees. The proposal was offered because of that County's large size and diverse makeup. It was felt that it would be advantageous to provide a community voice and input from its diverse geographic areas. Specifically, four advisory committees were considered, one for the valley, one for the mountain area, and two for the desert areas.

While not as widespread as the San Bernardino District, the needs and diversity among the communities in San Diego County are certainly large and wide ranging. Geography ranges from the desert to the mountains. Some of the emergency medical responses find that hospitals outside of the County in Palm Springs and Brawley are closer than those in San Diego County. Clearly, there are wide ranging needs and geography in the proposed new district.

As mentioned previously, reorganization of fire protection and emergency medical services will consolidate over 100 'policy makers' to a 5-11 member board. Creation of advisory committees will provide an opportunity to take advantage of the volunteer resource offered by many of these 'policy makers.' While several of these 'policy makers' will gladly give up their 'policy hats' to the new elected board, many others will still have an interest in imparting their knowledge gained over the years to the elected board via an advisory committee. The advisory committee concept will enable the new district to tap into the unique knowledge, experience, and interest in rural fire protection and emergency medical response by many dedicated volunteers.

One concern that has been expressed by the Phase I fire agency representatives is that board members will not fully understand the various needs of different parts of the district. For example, some very diverse areas, which have a very small population base, such as Mt. Laguna or Ocotillo Wells, must provide protection for a large number of

tourists during weekends or ‘during the season.’ Mountain areas may need four-wheel drive fire trucks with drop down chains. Ocotillo Wells almost exclusively responds to accidents and medical emergencies in the desert. Advisory committee members will help remind the new board of directors of the divergent needs within the district, and will be useful in supplying their historical knowledge and expertise in rural fire protection in the areas where they may currently serve as a ‘policy maker.’

What is proposed is that advisory committees be created representing distinct geographical areas of the district. It is proposed that each committee represent an area that makes sense in terms of geography and community of interest. It is also suggested that each advisory committee be tied to the operational areas discussed elsewhere in this report. One fire protection district board member interviewed for this background report compared the advisory committee concept to the County’s Regional Planning boards on which he has served as a member. While there is a similarity to the regional planning boards, there is not an exact parallel. The community planning boards advise the County Planning Commission who in turn advises the County Board of Supervisors, primarily on land use matters. The proposed advisory committees are obviously concerned with fire suppression and emergency medical response, and will provide their recommendations directly to the members of the board of the regional fire entity.

There are several other advantages to creating advisory committees within the regional governance framework. First, in the individual interviews with the Phase I agency representatives there was near unanimous support for the concept. They liked expanding the level of community involvement through the use of advisory committees, thereby formally adding the local voice of individual rural communities to the operation of the new entity. Further, since driving cost and time might deter some members of the public to attend meetings of the monthly board meetings, having advisory committee meetings conducted in their part of the new regional organization should help give voice to local residents in fire affairs.

Second, the use of advisory committees should help develop support for the creation of and subsequent successful operation of the proposed regional district. If current Phase I board members feel that their views can be expressed and their concerns addressed through the advisory committees, there is a greater likelihood that they will support the establishment of a new regional fire agency.

Third, advisory committees can also fulfill a ‘watchdog’ role. Many rural fire department representatives expressed the concern that their equipment, which they worked very hard over the years to acquire through grants and fundraisers, would be swept away to other parts of the new district. While some relocation of apparatus may occur for the overall benefit of the district, the advisory committees will have an opportunity to comment on any actions regarding equipment transfer or other operational moves being taken.

Fourth, the advisory committees could be useful to staff of the new regional organization in providing support for developing Fire Safe Councils and CERT teams. Active involvement by knowledgeable volunteers on the advisory committees should prove

useful in developing additional community volunteer resources. These volunteers would likely be more active in their community and perhaps help kick start Fire Safe Councils and CERT teams where there is currently a void of these resources.

Fifth, the advisory committees could also be helpful in providing support to station committees and their local fundraisers, which have been the heart of many of the volunteer departments. While new levels and sources of funds must be found for the successful operation of the proposed regional fire district, local fund raising by local volunteers undoubtedly will still be needed to supplement district purchases, especially specialized equipment that might provide a higher level of service for the area offering the donations.

OTHER ISSUES

The discussion in this section so far addresses the major issues involved in determining the basic governance structure of a Regional Fire Protection District or the assignment of regional fire agency responsibilities to the County of San Diego. In addition, there are other issues or questions that might arise from the reorganization of fire protection services.

What Happens If The Regional Fire Protection District Expands? When LAFCO's Macro Study was completed, the Commission decided to study via the Micro Report the creation of a regional fire agency from among the 17 Phase I agencies, and an area served by 7 volunteer organizations. These agencies and organizations, serve mostly rural areas of the County, and are funded or unfunded.

There are also 8 Phase II agencies, which may be part of a subsequent LAFCO study for possible inclusion in the RFPD. These are larger, better-funded fire districts that serve more suburban areas than the Phase I departments.

There are a couple of ways in which the Phase II agencies could be part of or affiliated with a new regional organization. One is through the creation of a Joint Powers Authority (JPA). This would assume that over time the regional organization would become well established with a stable financial base, and would be able to provide the level of service envisioned in this report. It could then be an attractive partner with other fire agencies as part of a JPA. This JPA potentially could include the regional organization along with some, and over time, perhaps all of the Phase II agencies. It would be expected that before a JPA is created, extensive discussions would occur to detail the points and understandings that would be needed among the parties for the successful operation of the JPA.

The participation of the new regional organization in a JPA would not be a determination made by LAFCO now or at a later date. It would be a decision by the governing board of the affected agencies at the time a JPA proposal would appear viable.

Another alternative would be to reorganize the regional organization through LAFCO. This would involve expanding the boundaries of the new agency to include or annex one or more of the Phase II departments. If this occurred, the population base of the regional district would expand.

If a reorganized regional FPD were formed, there would be an opportunity for new board members from the annexed fire protection district(s) to be elected to the regional district board. Given the larger population of many of the Phase II agencies, there would appear to be a good likelihood that citizens from the Phase II agencies would achieve membership on the regional district board. If a regional FPD is not formed and the County is assigned successor responsibilities, then affected citizens and the Board of Supervisors will need to evaluate whether the current structure of the Board of Supervisors is adequate to handle the added fire protection and emergency medical responsibilities of a larger population base -- or whether a fire advisory commission is necessary to advise the board on these responsibilities.

Should service Islands be included in a new regional fire organization?

It may make operational sense to not include some existing service islands within the proposed regional fire agency. Two Phase I agencies are largely separated geographically from the proposed regional fire organization. For example, Elfin Forest is a candidate for sub-regional consolidation. There are on-going discussions to create a JPA, with Elfin Forest, Rancho Santa Fe, and the cities of Del Mar and Solano Beach as members. This would merge four geographically connected fire departments into one fire operation.

The other island area is the De Luz VFD. This area has a very low call volume (50 calls/year), and is separated from the boundaries of the proposed regional fire agency by the North County FPD. Past efforts to pass a local assessment in De Luz failed. In addition, geographically and operationally, it may make sense for De Luz to be part of North County FPD. Another approach would be to extend the CDF contract at the CDF station in De Luz to provide a full range of services to De Luz through the County's Fire Service Program. The existing volunteer program could continue in support of the CDF station, but probably should receive at least some limited support by the County's program, North County, or the proposed regional fire agency.

One option, then, in establishing the governance structure for the new regional organization would be to create a new organization with contiguous boundaries. This should facilitate its operations, and create more recognizable geographical boundaries.

OTHER GOVERNANCE OPTIONS

Contract With A Larger Agency. Another governance structure option involves contracting with a larger agency for basic infrastructure services such as general administration and management, budgeting, grant writing, dispatch, communications, training, coordination of volunteers and maintenance. For example, one candidate for providing this basic infrastructure for the new regional department is the City of San

Diego. As the largest local government in the County, they have the administrative structure to provide overall management to the regional district, including all of the administrative support services including clerical, accounting, budgeting, and grant writing. The City also has the ability to provide dispatch and other communication services, including radio repair. They have a training function and could provide oversight and coordination of the volunteer program. Finally, they have maintenance facilities that can handle repair and maintenance of fire apparatus, although their facilities, as well as those of other fire agencies, are far removed from most of the rural fire stations.

Other agencies that could also provide support for a regional fire district would be CDF or San Diego County. CDF has an overall administrative structure that could support a regional entity, plus training, dispatch, and maintenance capabilities. On the other hand, CDF as a state agency is oriented more toward command and control over wild land fires, rather than structural fires. However, CDF does provide some contracts providing structural fire protection.

San Diego County has been providing funding through their Fire Service Program, now at approximately \$8.5 million annually for apparatus acquisition and improved fire protection service, through CDF contracts. They also have a substantial amount of administrative infrastructure. Further, the County has maintenance service yards throughout the county that could be retooled to service fire apparatus. Until recently, the County has eschewed the placement of regional fire protection into its list of core responsibilities. Some options to involve the County more directly in providing a regional umbrella for fire service to the unincorporated areas are discussed in the following paragraphs.

County Fire Department. The County Board of Supervisors requested, and the LAFCO Commission agreed, that the MICRO Study examine the creation of the San Diego Regional Fire Protection District, with an elected board of directors, as discussed earlier in this report. However, in reviewing the governance of fire agencies in other California counties in another section of this report, it is clear that other governance structures can be used effectively in providing fire and emergency medical service to suburban and rural areas in a regional setting. For example, Orange County provides its service to 1,300,000 people through a J.P.A. Sacramento Metro is organized through a regional district, like the one being evaluated in this report. Riverside and San Bernardino have county fire departments, each structured differently.

It is understandable that the Board of Supervisors initially requested the study of a regional FPD since historically the County has avoided creating a county fire department. In the 1920s the County entered into a contract with CDF, which contract was significantly increased in 1972-73. However, the Board of Supervisors decided in 1974 to phase out the CDF contract. The Board at that time further decided that the unincorporated communities should be encouraged to assume structural fire protection responsibilities, with some limited assistance from the County. The CDF contract was

cancelled in 1975, and the Board subsequently declared that a County fire department would not be formed.

However, while individual communities have developed significant fire suppression and emergency medical capabilities with very little or minimal resources, and mostly with volunteer firefighters, it is not at the level, uniformity, or consistency of service that is expected in the underserved and unserved areas of the County. The Cedar Fire further underscored the lack of resources, coordination, and communication needed to fight a major wild land fire that also attacked adjacent urban development.

Subsequently, the County has developed a Fire Service Plan that has increased subsidization of fire protection services in the unincorporated area. Approximately, \$8,500,000 is budgeted this year to support additional service in the rural areas mostly for additional staff through CDF contracts for improved operations, and the purchase of fire apparatus. Given this level of investment and commitment, the Board of Supervisors may not want to ultimately turn control of these funds over to a separately elected district board.

This increased subsidization of fire services in the unincorporated rural areas would necessitate the evaluation of jurisdictional alternatives for the provision of these services. As previously discussed, these alternatives could involve the designation of the County of San Diego as the successor to the dissolved fire agencies and volunteer fire entities. This would likely involve the creation of some form of County Fire Department. This could be accomplished by dissolving special fire districts and transferring the responsibility for fire protection and emergency services to the County. The organization of that function within the County government structure would need to be determined by the Board of Supervisors.

Transferring Phase I Responsibility to a County Service Area. An alternative to establishment of a County Fire Department would be to use a dependent district of the County to be the successor to the dissolved fire agencies and the volunteer fire organizations. This is similar to what San Bernardino County is currently pursuing through their LAFCO. In effect, a dependent district, with the Board of Supervisors serving at that district's board of directors, would oversee fire service to the rural, unincorporated areas of the County. This would still accomplish needed overall management of this larger fire organization under the control of the Board of Supervisors, without creating a County Fire Department per se. This would have the possible advantage of consistency with existing county policy. It also would reduce, although probably not eliminate, liability exposure for fire operations to the County.

County Control Through CDF Contracts. A third approach in developing some form of a county umbrella fire entity would be to leave the special districts and volunteer organizations in place, and further expand the County's current Fire Service Program by further subsidizing structural fire protection service through CDF contracts. This is the least advantageous method of supporting regional fire protection since there will not be overall management of regional fire and other emergency resources. There still would be

the inefficiency of having multiple fire chiefs. Further, there will be inefficiency in the provision of administrative support services. While training resources can be provided through CDF, as they are currently being provided using two CDF Captains, this approach will not necessarily provide uniform training standards and a uniform training program. Maintenance of apparatus will still be provided by a variety of public, private and volunteer mechanics with no consistency in level of maintenance. On the other hand, dispatch services through CDF and Heartland as they are currently being provided probably will continue to achieve a reasonable level of efficiency and effectiveness.

Joint Powers Agency (J.P.A.). Another approach would be to establish a Joint Powers Agency where various agencies join together in creating a single fire agency. This agency would have a board of directors, selected under the terms of the JPA agreement, usually consisting of representatives of the member agencies. The directors are usually appointed, not elected.

An example of an effective county wide fire JPA is the one found in Orange County. Its board consists of representatives of the County and its 22 member cities. Since a large board of directors usually is not that effective, a smaller executive committee has been created to meet monthly and provide policy direction to JPA operations. One of the reasons this JPA has been effective is because it has a substantial property tax base. Another reason is that its members represent well established governmental organizations such as the County and the various cities.

This report does not advocate the use of a JPA as a regional governmental umbrella agency, but it is a concept worth exploring in the future. The main disadvantage for creating a JPA among the Phase I agencies is that there is a lack of administrative structure and financial tax base for the JPA to be successful. Most of the individual Phase I fire agencies, and certainly the volunteer entities, do not have the resources to effectively participate in a JPA.

This report does foresee that in the future, if a regional fire agency is established, and over time becomes operational and financially stable, that there may be opportunities for it to become a member of a JPA with other fire agencies. The JPA, for example, could consist of the regional agency and one or more Phase II agencies, or other, smaller cities. So, there could be a role for a county wide JPA after the proposed new regional entity matures and becomes stable fire agency.

RETENTION OF VOLUNTEERS

Volunteers represent an important component of any regional fire organization that consists of a diverse population base and geographic land area. A summary of the recommendations to retain and improve the volunteer support for this district is summarized at the end of this section.

INTRODUCTION

The importance of volunteers to the fire service cannot be stressed too strongly. From a historical perspective, one of the first organized volunteer fire company was established in Boston as early as 1717. In the late 1800s in Southern California, the cities of that era created volunteer fire departments. Later, neighboring Riverside County in 1921 signed the first formal agreement with the State for providing fire service using volunteer firefighters along with paid personnel. Then in 1939, section 14825 of the Health and Safety code was enacted which allows citizens of a community to form a volunteer fire company. Section 14831 of the same code authorizes the local board of supervisors to regulate the formation and continued existence of volunteer fire companies. Today, volunteers are used in both urban and rural fire departments throughout the state to provide crucial fire suppression and emergency medical service to Californians.

In San Diego County, volunteers are the lifeblood of the Phase I agencies that provide fire suppression and emergency medical service in the unincorporated areas that they serve. It is estimated that there are over 450 volunteers who serve as firefighters in the various fire protection districts, municipal water districts that also provide fire service, county service areas, and volunteer fire departments. In addition to the volunteer firefighters, there are volunteers who provide a wide variety of important support services. These volunteers serve as mechanics, public information officers, ham radio operators, training officers, and so on.

Reserves. The individual meetings conducted by the consultants with representatives of the Phase I agencies revealed that most volunteer departments, particularly those that rely most heavily on volunteers, typically have 4-5 volunteer firefighters who live in the community being served. The remaining volunteer firefighters at the volunteer stations are often called ‘reserves.’ The reserves consist of young adults taking fire science courses in local community colleges who desire experience that would assist their effort to become professional firefighters.

The reserves are willing to travel long distances to assist rural fire departments and at the same time meet their career goals. Most often the reserves are unpaid, and frequently must pay for their own uniforms, station dues, and the cost of transportation to and from the station where they volunteer, and for some parts of their training.

Because of the lack of local volunteers, these reserves help fill the need for volunteer firefighters in the County’s rural areas. Even where there are adequate numbers of volunteers in a community, the local volunteers are often unavailable during day,

Monday-Friday, commuting to their places of employment. This also makes reserves critical to the operations of volunteer fire departments.

Even though there is wide spread use of volunteer reserve firefighters who live outside of the Phase I communities, at least two restrict their volunteers to those living within their communities. Those agencies are the Julian Fire Protection District and the Sunshine Summit Volunteer Fire Department. Sunshine Summit was scheduled to change this regulation so that Navy personnel who use a local training facility can volunteer with their Department.

For some Phase I agencies, particularly those who contract with CDF, there is a stipend or other payment provided to the reserves. In Valley Center, for example, they use minimum wage reserves who are district employees, not CDF employees. In Deer Springs and Ramona, reserves do not receive a salary, but receive a \$200 stipend per shift in Deer Springs, and a \$50 stipend per shift in Ramona. In Borrego Springs, volunteers receive \$65 per shift as expense reimbursement. In the East County FPD volunteers are paid \$6.75 an hour, but only if they are serving as part of Strike Team on call in another region.

Non-firefighter volunteers. It cannot be overlooked that, in addition to volunteer and reserve firefighters, there are a significant number of volunteers, mostly non firefighters, who serve on the boards of directors of the fire and water districts, CSAs, and the 501 (c)(3) entities that oversee the volunteer fire departments. These men and women spend a considerable amount of time raising funds for their departments, seeking grants to buy apparatus and other equipment, developing community support for their volunteer departments, recruiting fire suppression volunteers, communicating with other agencies including other fire agencies, and giving policy and financial oversight to their departments. And several of these ‘policy’ volunteers also serve a dual role as ‘firefighter’ volunteers, serving as a firefighter as well as on the fire entities’ board of directors.

LAFCO Commission Direction. When the LAFCO Commission directed the completion of the Micro Study, and narrowed the scope of the Study to focus on Models 5, 6 and 7, they “...included volunteer fire protection companies and volunteers within local agencies as part of Models 5, 6 and 7.” As the Micro Study has proceeded, it is clear that this direction by the Commission is becoming even more important in achieving the eventual success of the proposed regional fire agency. This is because a well-conceived and organized volunteer program will secure needed community support for the proposed district. The prudent use of volunteers will also assist in achieving the financial feasibility of the regional entity.

Other Counties. Even nearby counties, which for years have had an established county fire department or regional fire operation such as Orange County (Joint Powers Authority), or the Riverside or the San Bernardino County Fire Departments, rely heavily on volunteers. For example, even though the Orange County Fire Authority serves 22 cities, the unincorporated area and the State Responsibility Area (SRA) usually served by

CDF, the Authority maintains several volunteer fire companies. Riverside relies on volunteers even more, with a complement of roughly 1,100 volunteers.

Conclusion. The current level of fire suppression and emergency medical service provided in the rural underserved and unserved areas would be virtually nonexistent without volunteer firefighters. Over the years, people in the many small rural communities and enclaves throughout San Diego County have devoted significant amounts of time and money to provide fire and emergency medical services to their communities, to the visitors from throughout the county who travel through and to their communities, and to the thousands of tourists who visit all areas of San Diego County. The fact that fire stations have been built and fire apparatus purchased and operated by the volunteers is a testament to their knowledge, experience, fortitude and diligence.

Role of Volunteers in Regional Fire Protection District

Given the importance of volunteers to rural fire protection, a significant question is, “Will the creation of a new regional fire protection organization drive away volunteers?” If the volunteer program of the new organization is structured properly, it should retain and enhance the overall volunteer program, not diminish or destroy it. There are issues in the volunteer program of the new district that will need to be addressed, but with proper forethought and planning, communication and coordination, the volunteer program should improve.

There are a number of areas where the volunteer program for the new district can be encouraged and enhanced, or at least properly addressed. These are discussed in the following paragraphs.

Policy Making. Currently, there are over 100 elected and appointed policy makers, or board members, from the various special districts, community service areas and nonprofit organizations which comprise the Phase I fire agencies. One of the conclusions of this report in the Governance section is to retain as many of these policy makers as possible, given their knowledge of fire service in the rural areas. While state law limits the number of elected members that can serve on either a regional fire district or board of supervisors, this report suggests that advisory committees be created to tap into the collective background of these volunteers. An advisory committee of 7 – 9 members in each of the geographically defined regions should supplement the governing board of the successor entity. This will enable knowledgeable and experienced policy volunteers to have the opportunity to serve in the new organization.

In addition, the need for fund raising activity in the rural communities will continue even with the creation of a regional fire agency. It is expected that the 501 (c)(3) organizations will be needed and will continue to function and flourish in support of their local fire stations.

This is similar to the Rural Fire Protection District, which continues to maintain volunteer committees at many of their stations long after those stations were incorporated into the

District. The report recommends that these station committees in the Rural FPD, and elsewhere in the proposed organization, be maintained in addition to proposed advisory committees mentioned above. The value of the personal relationships between a local board, the community and the fire service are important and cannot be overstated.

Another aspect of the proposed advisory committees is that they can be tied to the operational areas discussed in the Operational Section of this report. It is important that each advisory committee have a geographical and operational focus. By linking the advisory committees to the operational areas, each committee will have a Battalion Chief with whom to interact. High-level staff support for each advisory committee is essential for them to be effective, and for the advisory committees to provide the best possible input to District staff and its elected board of directors.

Volunteer Manual. To help support an effective volunteer program, it is necessary for the proposed regional district board and staff to provide programs to help support the volunteers, by providing structure, training, and funding. To provide that structure, it is recommended that a policy manual be developed similar to the one that has been adopted in Riverside County. As an illustration of what such a manual could include, the Riverside County Fire Department Volunteer Fire Company Operating Policy Manual is available at LAFCO Offices for review.

While a volunteer manual in San Diego will reflect the specific requirements of the proposed Regional Fire Protection District, the Riverside manual should be helpful in securing many of the needed detail operating provisions San Diego's volunteer operations will need. In many cases, the Riverside manual would avoid having to 'reinvent the wheel' when it comes to developing the San Diego manual.

The Riverside manual not only outlines the organization and structure for volunteers at each station, but also at the countywide level as well. It covers volunteer fire company membership, including conditions of membership, levels of volunteer fire company organization, and the conduct and administration of internal volunteer company affairs, such as business meetings, membership size, records, discipline, rules of conduct, complaint and appeal procedures, equipment issue and accountability, uniforms, patches and hats, and the election of officers.

In addition, the manual discusses training requirements, titles, rank and pay, and provides for various levels of certification. It also discusses operational issues regarding chain of command, liaison between the professional fire staff and volunteers, crew assignments, inspection and maintenance of emergency equipment, volunteer minimum emergency response requirements, and general and specific safety practices.

The manual also outlines emergency incident operations such as reporting a fire or emergency, driving policy, code-3 driving, emergency incident supervision and

operations, cover assignments and extended assignments, and emergency operations chain of command. The manual further supplies sample volunteer fire company bylaws, sample business meeting agenda, applicant interview procedures, interview board summary report, and certification checklists for various volunteer ranks.

Again, it should be stressed that the Riverside manual is suggested only as a guide, albeit a valuable one, for the proposed regional district, and that the specific details for a similar manual in San Diego County would need to be developed once the regional fire agency is created.

Volunteer Operations of Other Counties

Besides the Volunteer Operations Manual just discussed, there is much knowledge and information that can be gained from adjacent counties, which should be useful in developing the model for the proposed regional fire agency and particularly its volunteer program. In this section, the volunteer operations of Orange and Riverside Counties, and their applicability to San Diego County, will be presented.

Orange and Riverside Counties are organized differently, with Orange County served through the Orange County Fire Authority, a Joint Powers Agency made up of the County and 22 cities. Riverside County has a County Fire Department, and contracts for fire service with CDF. Besides the County's unincorporated area, it also serves 16 cities and one fire protection district.

Organization. The Orange County Fire Authority, headed by a Fire Chief, is divided into five geographical operational divisions, with a total of 62 fire stations. Each division is under the command of a Division Chief, with most divisions divided into two battalions under the direction of a Battalion Chief. There are several stations per Battalion.

Riverside County is also organized into geographical operational areas, also headed by a Fire Chief, divided into divisions, and further split into battalions. Each battalion has a Battalion Chief responsible for several fire stations. The Riverside Fire Department oversees 91 fire stations, with 45 stations owned by the County, 9 owned by the state, 31 owned by the cities, and six run by volunteer firefighters.

Even though both counties are organized differently (J.P.A. vs. County Fire Department), the basic structure of dividing each department by division and then battalions is the same. It is not surprising, therefore, that this report recommends a similar organizational structure among the 42 fire stations among the 24 Phase I Agencies. As discussed elsewhere, it is proposed that a Battalion Chief divide the proposed regional district into operational divisions each headed.

Levels of Volunteers. Orange County has approximately 390 volunteer firefighters. These volunteers must be at least 18 years of age, possess a valid California Drivers

License, and be able to obtain an Emergency Medical Technician Certificate within 18 months of appointment, plus pass a background check. These volunteer firefighters must also pass either a light, moderate, arduous or comprehensive physical test requirements.

The volunteers are then designated as either a Level 1, 2 or 3 reserve. A Level 1 reserve is assigned to an Engine Company, and receives training to respond to structural and wild land fires, traffic collisions, and medical aid emergencies. A Level 2 reserve is assigned to Patrols, and receives training to respond to traffic collisions and medical aid emergencies. A Level 3 reserve is assigned to a Squad, and receives training to respond to medical aid emergencies.

Riverside County, with 1,100 volunteers, has volunteer firefighters and support volunteers (non-firefighter auxiliary/honorary/board members). The support volunteers do not need to meet the physical skills requirements of volunteer firefighters.

Volunteer firefighters are first designated a 'recruit' until they complete the Department's Trainee Firefighter certification checklist. They then may move up through the ranks of volunteer firefighter, engineer, lieutenant, and captain, depending on the extent of training and experience they achieve as a volunteer.

The Auxiliary/Honorary members of a volunteer fire company in Riverside County perform tasks such as fire prevention programs, volunteer fundraising, company committees, community relations, and can serve as administrative board members.

For San Diego County, this report recommends a similar division between volunteer firefighters and non-firefighter volunteers. To maintain the strength and to actually enhance the County's current volunteer establishment, steps to encourage more volunteer firefighters throughout the Phase I agencies are recommended by this report. Further, non-firefighter volunteers who presently provide such valuable direction and support for the Phase I agencies need to be maintained. These volunteers will be an important part of the transition process from 24 separate fire agencies to one regional fire district, and will be crucial to the success of the new district.

Residency Requirements. One requirement maintained by both Orange and Riverside Counties would not work well in San Diego County. Orange County requires that their Reserve Firefighters live within 10 minutes of a reserve fire station, or within 30 minutes of a reserve fire crew station. Riverside County stipulates that a volunteer firefighter applicant must reside within the Initial Attack Area (IAA) of the station to which they are attempting to secure membership.

While, as previously pointed out, many of the Phase I agencies relying on volunteer firefighters have 4-5 volunteers who live in their community and are within a reasonable time response to their fire station, the bulk of their volunteers live well outside of their agency's boundaries. The imposition of a 'time' or 'area' limitation on the volunteers supporting a particular station would not work in San Diego due to the remoteness of several of the CSAs and volunteer fire departments among the Phase I agencies. The use

of a 'time' or 'area' limitation would literally kill the volunteer support for several of the Phase I agencies.

While Riverside County does include an exception to their 'area' requirement, the exception is narrowly drawn for volunteer applicants living in 'non-contract' cities, or immediately outside of Riverside County. The proposed regional fire protection district should have more flexibility in assigning its volunteers.

The proposed regional fire district in San Diego County should be able to secure volunteers from throughout the County as well as adjacent counties. What the proposed district can achieve that is not now being accomplished is a better organization and coordination of an overall volunteer program. Working with the entire pool of volunteer firefighters, including recruits, the district should be able to provide for uniform intake, processing, training, and assignment. While not necessarily living within the boundaries of the station to which they are assigned, the district will be able to designate recruits to closest or next closest stations to their residence.

Size of Volunteer Fire Companies. Another restriction that is imposed in Riverside County that probably would not work in San Diego County, and is not recommended by this report, is a limitation on the size of volunteer fire companies. In Riverside, the volunteer companies are limited to minimum of 7 to a maximum of 35 members. Many of San Diego's Phase I agencies cannot meet a minimum of 7 volunteers within their own communities without relying on outside reserves. Some of the Phase I agencies exceed 35 volunteers. While these minimum/maximum restraints might work well in Riverside County, the setting of minimum/maximum numbers on a station's volunteers would be premature at this time in San Diego. Later, after the regional district becomes established, addressing the size of the volunteer fire companies can be addressed, if necessary.

Transition. Another critical issue that the proposed new regional fire organization must face is the transition from over 20 fire protection agencies and organizations into one new regional entity. The transition from separate organizations, each with their own Fire Chief, and operational procedures and equipment, into one larger organization with a different staff and operational structure with a new elected board of directors, is difficult at best. Of course, there is concern by existing agencies about the use of 'their' equipment and tax resources in other parts of the new district. In most cases, tax resources, especially special assessments, must be used in the area where they are approved. Also, it is likely that most equipment will remain where it is assigned, although this report will recommend ways in which the overall equipment available for fire suppression and emergency medical services can be improved.

It is informative that the transition issue has already been addressed by three of the Phase I agencies, albeit on a much more limited scale than what is recommended by this report.

The Julian Fire Protection District, for example, serves the communities of Julian and Cuyumaca. This FPD has already had to deal with the issue of using resources from one community in another community that has limited tax and volunteer resources.

Another example is the East County Fire Protection District where Bostonia and Crest merged in 1994. It is estimated that it took six years before the two organizational cultures of the two fire departments were blended into one.

Even more to the point is the Rural Fire Protection District, which was a consolidation of 14 fire stations. Initially, there was a District Fire Chief, but each station also had a 'Chief' as well. It was reported that there was conflict, at times, over the chain-of-command among the Chiefs. Since there was a need to clarify the reporting relationships among the 'chiefs,' the chief officer at each station was designated a 'Captain' reporting to the command structure of the District headed by the 'Fire Chief.'

Similar steps will be necessary for the proposed regional fire agency. A clear chain-of-command will be necessary. There will only be one Fire Chief, supported by, Division Chiefs, Battalion Chiefs, and Captains. The interrelationship between the paid command staff and firefighters and the volunteer structure and firefighters will be a crucial factor in the success of the new regional district. A discussion of this interrelationship is discussed in the following section on 'liaison.'

Liaison. One of the crucial and most delicate issues to be addressed by this report and one that will confront the proposed agency is the liaison between new full-time fire staff and firefighters, and the District's volunteer firefighters and non-firefighters.

In Riverside County either a Fire Captain or Fire Apparatus Engineer is assigned to the volunteer fire company as the liaison officer at each station. The liaison officer is tasked to confer with the volunteer fire company president on applicable station level issues that are directly or indirectly related to the volunteer company and/or its members. The elected VFC officers are responsible for the business affairs and routine operational procedures of the volunteer unit. If a station has a volunteer Lieutenant or Captain, that person is responsible for coordinating operational procedures with the liaison officer. In the case of a temporarily unstaffed station, the volunteer lieutenant/captain, and/or the VFC president shall supervise the station operations when the liaison officer is not in attendance.

In Riverside's volunteer manual, several important conditions are placed on the liaison role. These are:

- Professional fire staff is "discouraged from holding a VFC President position and/or being signatory to or an influencing factor to any financial transaction involving VFC funds."
- Professional fire staff shall "...secure written VFC and Battalion Chief approval, prior to operating the VFC owned apparatus."

- “The Department agrees to indemnify and hold the VFC harmless for any damage, or liability resulting from the operation or use of a VFC owned vehicle by a department paid and/or volunteer staff.”

These conditions appear designed to separate full-time fire fighting staff from the leadership and financial roles of the volunteer fire company at each fire station. In addition, the VFC must provide permission for the use of its equipment and is held harmless for any damage or liability that may result for its use in the fire service.

In San Diego County, there will no longer be volunteer Fire Chiefs heading up each volunteer fire station. There will be, however, a volunteer committee President and/or volunteer Captain or Lieutenant, who will coordinate volunteer operations and business with the full-time firefighter assigned to that station as the liaison officer. The precise roles and responsibilities of the liaison officer and the volunteer leadership will need to be determined once the proposed regional fire district is created. However, this report recommends that fire staff liaison be established at each station to coordinate with the volunteer leadership, and that lessons learned from Riverside County and the three Phase I agencies in San Diego County that have already had some level of transition experience be incorporated into the policies and procedures of the new fire district.

Operations

Staffing. As discussed in the Operations Section of this report, it is likely that not all stations be staffed 24/7 with 3 or 4 full time firefighters at the BLS or ALS level of service as envisioned in Models 5, 6 and 7. Some stations will be staffed at that level based on an analysis of the number and location of calls for service. Other stations, however, will not need that level of staffing because of limited call volume. In these stations, one approach is that one full-time firefighter be assigned 24/7 supported by volunteer firefighters.

By building on the existing volunteer program with a full-time firefighter available 24/7, an improved level of service will be provided at these fire stations. The full-time firefighter, properly certified can provide training to the volunteers at the station. One of the problems expressed at several of Phase I stations was that their volunteers had to leave the community to receive training. This recommendation will enable this resource (volunteers) to stay in their community while receiving much of their training.

Expense of Being a Volunteer. Another issue raised by representatives of the Phase I agencies is the expense of being a volunteer firefighter. In many of the Phase I agencies, the volunteer must buy their uniforms, turnout gear, such as helmets, jackets and boots. They must also pay station dues and buy the gas necessary to drive from their homes to and from the station. To help eliminate some of the financial drain placed on these volunteers it is recommended that the economic barrier to being a volunteer firefighter be removed, either by the proposed district paying for turnout gear and other expenses, or more simply by paying a stipend to the volunteer firefighters to pay for uniforms and for gasoline for those who have a long commute and live outside of the area they serve. As

pointed out earlier in this Section, some of the suburban Phase I agencies pay a stipend to volunteer firefighters. The new agency should consider applying such a stipend throughout the entire organization to achieve uniformity.

Health Insurance. Another benefit the regional agency should address is to look at creating health insurance opportunities for the volunteer firefighters. One of major issues expressed by some of the Phase I agency representatives is the inability of their members to secure health insurance. If the opportunity to purchase health insurance, even on a limited basis, were provided, a major incentive would be offered to the volunteer firefighters to continue to volunteer, and to attract additional volunteers. It would also provide incentive to the Phase I agencies to support the creation of the regional district.

Liability Insurance. In addition, in exchange for the volunteer fire departments and volunteer firefighters to come under a cooperative framework of a regional fire district, it is important that they be provided general liability insurance and hold harmless protection by the proposed district. Director and officer coverage, property damage and public liability coverage when working under the direction of the district should be provided. The umbrella of affiliation provided by the proposed district would offer benefits that are not normally afforded completely independent fire companies.

Conclusion

The importance of volunteer firefighters to the success of a regional fire protection agency, or any other fire suppression organizational structure to serve the County's rural areas cannot be overly emphasized. The ability to coordinate and manage the volunteer program on a regional basis should be a real plus in unifying and thereby improving the volunteer program across the area currently served by the 24 Phase I agencies. Especially if training, stipend and insurance programs can be uniformly applied to the region now served by the separate agencies as part of a regional fire operation, more consistent training practices can be provided and better incentives to attract volunteers and reduce turnover can be provided. Also, with at least one career firefighter at each station for guidance, direction and training purposes, the ability to keep the volunteer 'resource' within the community, while receiving training, will be greatly enhanced.

Development of a Volunteer Manual to outline the organization and structure for volunteers at each station, as well as the district-wide volunteer organization, is important for the success of the volunteer program. Developing local volunteer support at each station, as well as acknowledging the role of 'non-firefighter' volunteers, is important components of any successful volunteer program.

Finally, staffing by well-trained volunteers to support career firefighters, where fulltime career staffing of a station is not feasible, will be critical to providing improved fire suppression and emergency medical services throughout the County.

Serious attention to the 11 recommendations of this Section is suggested in order to develop a successful regional volunteer program. The result should be a program that

will not ‘drive away’ current volunteers, but retain them and attract even more volunteers to serve the County’s rural areas.

Recommendations

1. Models 5, 6 and 7, with 3-0 or 4-0 staffing at BLS and ALS levels, should be modified per Commission direction to include the use and support of volunteers.
2. Where call volume does not support 3-0 or 4-0 full-time professional firefighting staff, at least one full-time firefighter should be assigned at each of these stations, allowing, among other features, the training of the volunteer firefighters in their community.
3. Provide a uniform training program for volunteer and reserve firefighters, using, where possible, full-time firefighters at each station and the local community college system.
4. Establish Advisory Committees, representing the geographic, operational areas of the proposed district, to advise staff and elected officials. (See Governance and Operations Sections).
5. Establish a volunteer committee at each station. This should involve retaining existing station advisory committees and/or non-profit boards to serve as each station’s advisory committee.
6. As a guide for the proposed district, it is recommended that a Volunteer Manual be written to outline the organization and structure for volunteers at each station, as well as the district wide volunteer organization.
7. As a guide for the proposed district, it is recommended that at each station a full-time firefighter be assigned to act as the liaison officer to coordinate with the volunteer leadership. In that connection, district fire staff should not be permitted to hold leadership positions in or influence the financial decisions of the station’s volunteer organization.
8. As a guide for the proposed district, it is recommended that the Volunteer Manual not contain, at least initially, residency requirements or limitations on the numbers of volunteers at each station.
9. A uniform, district-wide level of compensation, such as a stipend, should be afforded volunteer firefighters to cover their out of pocket expenses and to encourage and attract more volunteers to the fire service.
10. The opportunity for volunteers to purchase limited health insurance coverage should be provided by the district.
11. The district should provide liability insurance for the volunteer organizations and individual volunteers.

COMPARATIVE ANALYSIS OF SELECTED CALIFORNIA COUNTIES

It is useful and informative to learn what other California counties have achieved in providing regional or countywide fire service in the process of evaluating what is proposed in this report for San Diego. These are counties that are somewhat similar to San Diego in population, service area and /or organization and governance. Since these counties face similar challenges to San Diego in terms of providing fire service to both suburban and rural areas, but have a much longer history in meeting these challenges, an examination of that history can provide some ‘lessons learned’ for San Diego as it looks to the future.

Also, while the counties studied may have different organizational structures, they have developed some common solutions to many of the issues now confronting San Diego County. These counties offer ‘lessons learned’ to aid San Diego in shaping the structure of a regional fire protection entity. A summary of the fire service governance structure and operations of these other counties are presented in the following paragraphs, along with potential ‘lessons learned’ from each county.

The counties discussed in this section include neighbors, Orange and Riverside Counties, nearby San Bernardino County, and Sacramento County. Los Angeles County was excluded from this list due to its size compared to San Diego. Also, the four counties examined – Orange, Riverside, San Bernardino and Sacramento – present enough diversity of structure and operations to be useful for this report. As will be seen, these counties were able to successfully address many of countywide fire issues a number of years in advance of San Diego’s current effort to consolidate its rural firefighting efforts.

Orange County

For an extended period, from about 1930 to 1980, the California Department of Forestry and Fire (CDF) provided for fire suppression in the county. Then, in 1980 the Orange County Fire Department was formed. After a few years of operation, and because of the County’s bankruptcy, participating cities desired greater control of firefighting services. That led to the creation of a Joint Powers Authority in 1995, establishing the Orange County Fire Authority (OCFA), which now provides fire service in the County.

The Authority consists of the County and 22 cities. It serves its member agencies plus provides contractual services to John Wayne Airport and the State Responsibility Area (SRA), formerly served by CDF. In providing service to the SRA, the Authority is one of six ‘gray book’ counties in California.

The Authority is fortunate to have a property tax base to support much of its operation. The Authority reports a property tax base of \$.11 per \$1.00 for 15 of its cities, plus the unincorporated area. This revenue from property taxes flows into a “Structural Fire Fund” in an annual amount of approximately \$120,000,000 (FY 2005-06).

In addition, the Authority receives approximately \$43,000,000 from the 7 remaining cities through contract with the Authority. The last large revenue source for the Authority is the approximately \$7,000,000 it receives from the State to cover the state responsibility lands in Orange County. This contractual and property tax revenue, plus other revenue sources, such as minor contracts, fines, etc., support an operating budget of approximately \$193,000,000. In FY 2006-07, anticipated revenues will amount to \$221 million. Sixty-nine percent (\$150 million) will be generated from property tax receipts; twenty-two percent (\$53 million) from charges for service, including contracts with cities.

This budget helps serve a population of 1,300,000 living in 551 square miles. It supports five geographical operational divisions, with a total of 62 fire stations, with 765 career firefighters, 315 support staff, and 75 engines, two helicopters, and 390 reserve volunteer positions. The volunteers staff five engines (Majestic, Villa Park, Turbuco Canyon, and Sunset Beach).

As can be seen, Orange County is fortunate in having a substantial property tax base, plus a network of contracting cities, for supporting a substantial fire suppression and emergency response operation. In addition, it serves a more urban area than what is envisioned for San Diego's Regional Fire Protection District. Also, its structure is different, using a J.P.A., compared to what is being studied in San Diego. Finally, its use of volunteers in proportion to its career firefighters, even with five exclusive volunteer companies, is likely to be substantially less than what will be found in proposed regional district.

Lessons Learned. Applicable to San Diego is Orange County's operating approach, dividing its service area into 5 geographical divisions, and establishing 5 – 9 stations as a battalion, each headed by a battalion chief. This is a useful model for San Diego to follow.

San Diego has a much more difficult challenge funding its proposed regional district than Orange County. It will need to be creative in securing money to support this proposed district, and examine ways to reduce its costs, while at the same time improving service levels. This will likely mean more use of volunteers than that found in Orange County, and the identification of a revenue source that will make up for the meager property tax revenue found within the proposed regional district.

Riverside County

Unlike the Orange County J.P.A., Riverside County has contracted with the California Department of Forestry and Fire Protection (CDF) for fire protection services since 1921. The present Riverside/CDF contract began in 1946. Currently, the county fire department provides fire protection services to all of unincorporated areas of the county, 16 cities and one fire protection district, which contract with the county for services.

The department oversees 91 fire stations, with 45 stations owned by the county, 9 owned by the state, 31 owned by the cities, and six run by volunteers. Firefighters from some stations respond to cities, some respond to unincorporated areas, and some respond to both. Overall, the department serves approximately 1,300,000 people, and covers 7,004 square miles.

In terms of staffing, CDF provides the county 952 professional firefighters, with slightly over one-half of these positions attributed to the unincorporated areas. In addition, there are 65 volunteer fire companies, with six exclusive volunteer stations, with over 1,100 volunteer firefighters.

The contract between Riverside and CDF is approximately \$95 million for the current year. That amount does not include 27 positions provided by CDF for administrative oversight, and 130 county employees provided by Riverside for administrative and operational support of the county fire department.

The revenue to support this department entails very little direct support from property taxes. Revenue in the amount of \$59 million comes from “structural fire taxes,” which are taxes that have been approved in individual communities. Also, roughly \$28 million is supplied by the County’s General Fund, with nearly an additional \$8 million provided from the county sales tax (Prop. 172). City contracts for County fire service are in addition to these contract and revenue amounts. Total revenue budgeted for FY 2006-07 is \$204.9 million.

Lessons Learned. Similar to Orange County, Riverside County also divides their service area into divisions, with a battalion chief responsible for several fire stations. Again, this would be a useful model to be followed in San Diego.

In addition, San Diego will have a difficult time funding its proposed regional district compared to Riverside. It does not have the “structural fire tax” base found in Riverside, nor does it have a number of contracting cities to help support a large countywide fire suppression function. Finally, the use of Proposition 172 funds, while permitted by law and authorized to support the county fire department in Riverside, appears from a policy perspective to be committed solely for sheriff, district attorney and probation functions in San Diego County.

Riverside County has a much more substantial volunteer firefighter program than Orange County. It is much larger in scope, and is well organized with well spelled out policies and procedures. Since the proposed regional fire district in San Diego County will also need to use a significant number of volunteers, the policies and procedures developed in Riverside County will be useful to the regional entities’ operations.

Sacramento County

While not located in Southern California, this county operation was picked for study because it is large and is served by a fire protection district, unlike Orange County

(J.P.A.) or Riverside County (county fire department). The Sacramento Metropolitan Fire District historically was created from 16 predecessor fire agencies. It provides services through 42 fire stations, with 750 uniformed and support personnel to nearly 600,000 people in a 417 square mile area.

The district was created as an independent special fire district under the Fire Districts Law of 1987. The district was established in 1989 with the consolidation of the Rancho Cordova and Citrus Heights Fire Protection Districts. It then reorganized with the Fair Oaks Fire Protection District. Unlike what is being proposed in San Diego, however, this district serves primarily a suburban area.

Sacramento Metro had a FY 2005-06 operating budget of approximately \$130 million with a total budget, including its capital program, of nearly \$143 million (\$149 million in FY 2006-07). Its main source of revenue was from its share of property taxes in FY 2005-06, amounting to \$111.7 million (\$126 million in FY 2006-07), charges for services (\$12.9 million), and revenue from other governmental agencies (\$5.7 million).

This district also divides its operations by region, and uses the battalion model for overseeing its 42 fire stations.

Lessons learned. Using the battalion model for administering its fire stations, similar to the practice in Riverside and Orange Counties, provides additional support to the proposal in this report to divide its operations by division. Establishing 5 – 9 stations as a unit, with the unit headed by a battalion chief, is a useful model for San Diego to follow.

Again, San Diego does not have the property tax structure that is available to Sacramento Metro. This will make it very difficult for San Diego to provide the level of service found in Sacramento, or the other counties discussed in this report for that matter, without identifying another source of revenue and/or reducing its potential operating costs.

The fact that Sacramento Metro is a regional fire district, provides proof that a regional district, such as the one proposed in San Diego, can be successful in providing fire and emergency services to a large service area as long as there is sufficient financial support for its operation.

San Bernardino County

The current San Bernardino County Fire Department consists of involving 32 separate entities, including 9 county service areas (CSAs), 13 improvement zones within those CSAs, 5 fire protection districts, and 5 ambulance areas. The formation of these districts dates back to 1949, with the establishment of the Yucca Valley Fire Protection District. Other districts, including those with multiple powers, including firepowers, were created between 1950 through 1980. Then in 1982, an initial consolidation of Board-governed fire protection districts and CSAs was accomplished with the creation of a single fire chief as part of CSA 70 (Fire Administration). In 1985, four fire protection districts were added, establishing the County Fire Agency.

Initially, San Bernardino contracted with CDF to provide fire service in various parts of the county. That arrangement continued through 1994, when the County initiated a full management consolidation that brought all fire protection districts, CSAs (with one exception) and CSA improvement zones under the administrative oversight of CSA 70. By 1997, however, the County began moving away from their CDF contract, and transferring responsibility for portions of the County fire responsibilities to the Fire Department. This transfer was completed in 1999, when all Board-governed fire districts and CSAs were placed under the authority of the County Fire Department. At the time of this change, cities that previously had been served through the county, such as the cities of Highland and Yucaipa, decided to detach from CSA 38 and to contract directly with CDF for fire service. Still, the county fire department provides contract services to three cities, and also serves three other cities that are overlaid by a fire district. The state responsibility area is still served by CDF.

After a study showed that several of the smaller, rural districts would fail financially in the near term, the County petitioned San Bernardino LAFCO to create a countywide fire protection district. The proposal is to annex all of its territory into an expanded Yucca Valley Fire Protection District, which has the most latent powers, expand it, and rename it the San Bernardino County Consolidated Fire District. Within this new district will be the creation of four primary improvement zones to receive the operating revenues from fire protection districts and CSAs that are being dissolved by the reorganization. The four improvement districts are: North Desert, South Desert, Valley, and Mountain.

Special tax improvement districts also were created within the Fire Protection District creating 12 improvement districts altogether. The special tax improvement districts were established since the special taxes cannot be used beyond the boundaries of the single improvement district from which they are collected. These special taxes will continue the funding of specialized services, such as paramedic services, for a particular area or community.

As was pointed out in the San Bernardino County Consolidated Fire District Reorganization Proposal to San Bernardino LAFCO, "By law, these communities (which have implemented special taxes for fire/emergency medical services) must continue to have the special tax revenues protected through the establishment of improvement districts within the new parent district." Since special taxes cannot be utilized outside the area in which they are generated, there is a need to create a mechanism to identify the territory in which they are collected, thereby creating special tax improvement districts. The mechanism for creating these districts or zones are more fully described in Government Code Section 56125.

The budget for this department is approximately \$134 million. The revenue for this department is primarily through property taxes, other governments, and fee for service.

This budget supports a department of 63 fire stations, with 286 career firefighters, 66 limited term firefighters, 548 paid call firefighters and 210 support staff. The Department

serves 328,260 people and 16,225 square miles. They have 86 engines, and share the use of 4 helicopters with the Sheriff's Department.

The original 32 FPD and CSAs, which will be reorganized into the San Bernardino County Consolidated Fire District, are all board governed. As a result, the governing board of the new regional district will continue to be the Board of Supervisors.

While there was an initial staff proposal to create an advisory board for each of the four improvement zones, later it was decided to create just one fire advisory board. Still, this report concludes that there is a positive rationale for creating, in the case of San Diego, fire advisory boards representing distinct geographic areas to provide knowledgeable input to the elected board of directors of the proposed regional fire district.

There are several advantages in consolidating 32 fire entities into one fire protection district as identified in the San Bernardino County LAFCO proposal. They included:

- Greater efficiency by providing the most effective means for streamlining the delivery of service;
- Simplifies budgeting, fiscal operations;
- Greater flexibility in the use of Department resources and assets;
- More effective use of executive management;
- The proposed consolidation would help some fire districts financially by including them in a larger regional funding base;
- By maintaining a separate fire protection district, the separate legal liability from the County will be maintained;
- A single fire protection district best accommodates special tax election initiatives for fire protection service;
- As a residual benefit, the proposal "clarifies the structure and operation of the County Fire Department for the general public."

Lessons learned. Again as with the other county examples, the proposed regional fire district in San Diego does not have the tax base experienced in San Bernardino County. However, San Bernardino has significant financial challenges since many of the FPD and CSAs being consolidated into the new, larger district are rural without any substantial tax base. The consolidation now being processed by San Bernardino LAFCO will only postpone the inevitable fact that total revenues, and revenue growth within the district, will not continue to support the current level of fire service. The new district likely will run a deficit within the next several years. One lesson learned, therefore, is that the proposed regional fire district in San Diego must develop a stable revenue stream, and that revenue must be able to grow to meet the needs of the district over time.

Another applicable lesson is that the special taxes and assessments collected in specific geographical areas of the proposed district must be spent in those areas, and for the purpose for which they were authorized. One way to assure conformance with state law is by creating improvement zones or districts within the regional fire protection district in accordance with the procedure outlined in Government Code Section 56125.

San Bernardino County perceives that there are a number of advantages in consolidating several fire protection districts and CSAs into one fire protection district, including, as just mentioned, a more efficient, streamlined organization and operation, greater flexibility in the use of personnel and assets, consolidation of districts into a larger fiscal base, protection of special assessments or taxes to insure that revenues from these taxes will be spent in the community in which they originated, and the continued separation of the fire function from the County, protecting the County from potential liability exposure.

Summary of Lessons Learned

A summary of lessons learned from the other counties examined in this report include are as follows.

1. A fire district governance structure can be successful in overseeing a regional fire protection district, if sufficient funding is available for the district's operation. This is demonstrated by the Sacramento Metro District.
2. A sufficient ongoing revenue stream to support the operations of a regional fire protection system in San Diego County will be necessary to compensate for the lack of on going property tax revenue compared to that found in the other counties studied in this report.
3. The organizational structure of a regional fire protection entity in San Diego County should include improvement zones for the collection and expenditure of approved special taxes and assessments found in distinct communities or areas within the organization. This is similar to the treatment of such special taxes and assessments in San Bernardino County.
4. The proposal in this report to divide the proposed regional entity into operational divisions headed by Battalion Chiefs is supported by the practice of all of the other counties studied in this report.
5. While San Bernardino eventually will create just one volunteer advisory committee for their proposed County Consolidated Fire District, their original proposal to create an advisory committee for each operational division of their new district would have significant advantages in San Diego County, as discussed in the Governance section of this report.
6. An aggressive and comprehensive volunteer program will help the operational and financial success of the proposed district. Riverside County is an example of the success of a well-organized volunteer program.
7. Consolidation of several fire protection districts, CSAs and other fire entities as proposed in this report have a number of advantages and should be pursued. These advantages include creating a more efficient, streamlined organization and operation, greater flexibility in the use of personal and assets, and developing a larger financial base to support the fire service.
8. Further, a consolidated regional fire entity helps clarify the structure and operation of regional fire protection for the general public.